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ABSTRACT

"Cityschools" reports on research regarding the transformation of urban schools to make this research more accessible to practitioners in urban classrooms. This theme issue focuses on youth violence, exploring how some schools, families, and communities are working together to organize their resources and to design strategies to fight violence. Although research in this area is sparse, programs for reducing violence are not. The following articles examine issues related to violence and its prevention: (1) "Saving City Kids: The Role of Schools and Communities" (Michael Suntag); (2) "As I See It: Children, Violence, and Mythology" (Bernardine Dohrn); (3) "From 'Just in Time' to 'All the Time': How Community Charters Can Serve Children Better" (Ron W. Garrison); (4) "To Learn in Peace: What Schools Are Trying Now" (Susan Klonsky); (5) "Communities Fighting for Peace" (Dolores Briones and Aurelio Huertas Jr.); (6) "CITYSCHOOLS Profile: Juan Sanchez, Researcher/Activist" (Judy Taylor); (7) "CITYSCHOOLS PolicyNote: Revisiting Title I" (Genevieve Sedlack and Aurelio Huertas Jr.); and (8) "And Still There Is No Peace: D.C. Moves against School Violence" (Michelle L. Moore). A sidebar lists 15 sources on youth violence, and a violence prevention resource primer lists 27 resource organizations and programs. (SLD)

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CITYSCHOOLS

A Research Magazine About Urban Schools and Communities

ED 387 - 582

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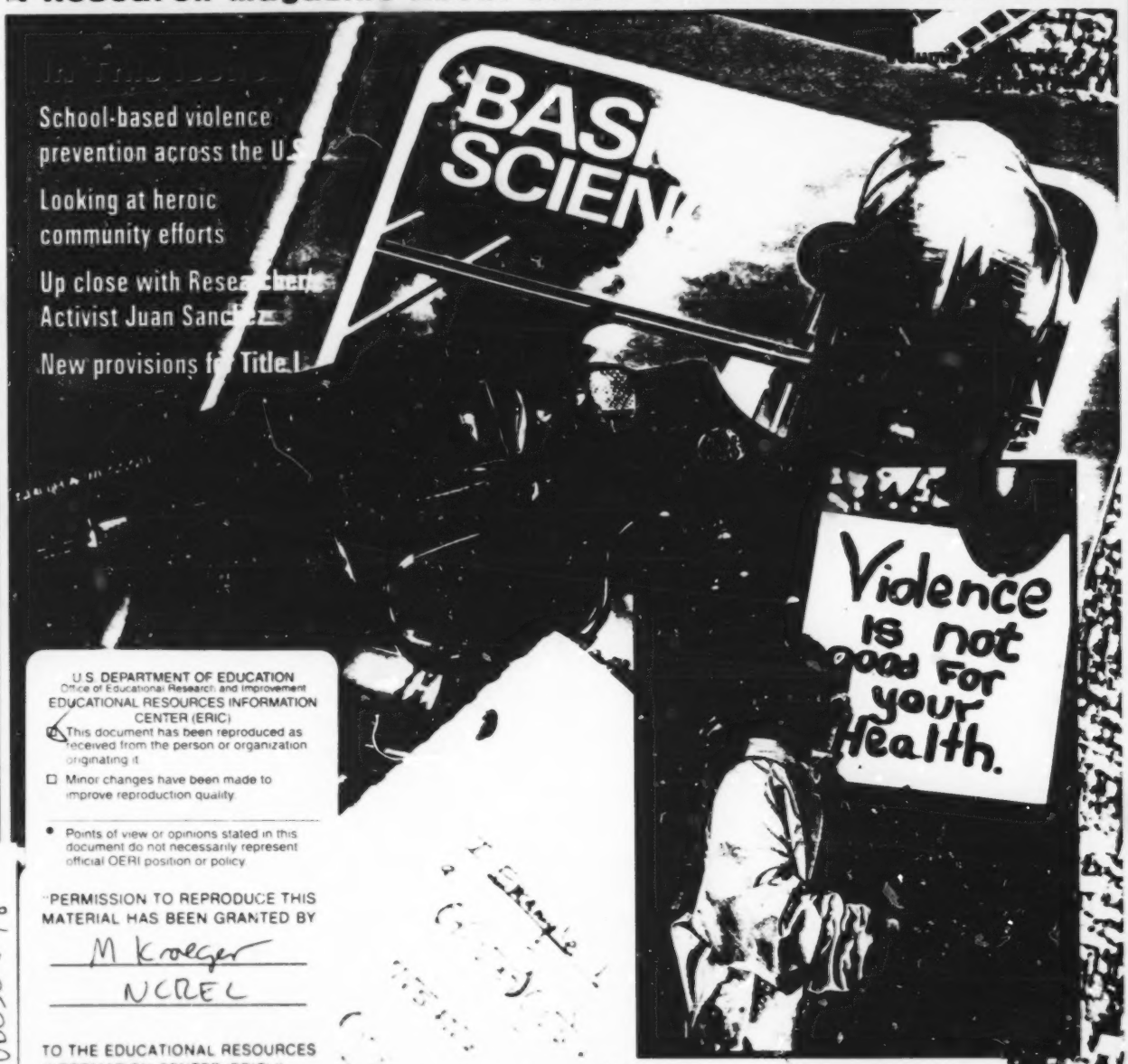
Looking at heroic community efforts

Up close with Researchers
Activist Juan Sanchez

New provisions for Title I



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Saving City Kids

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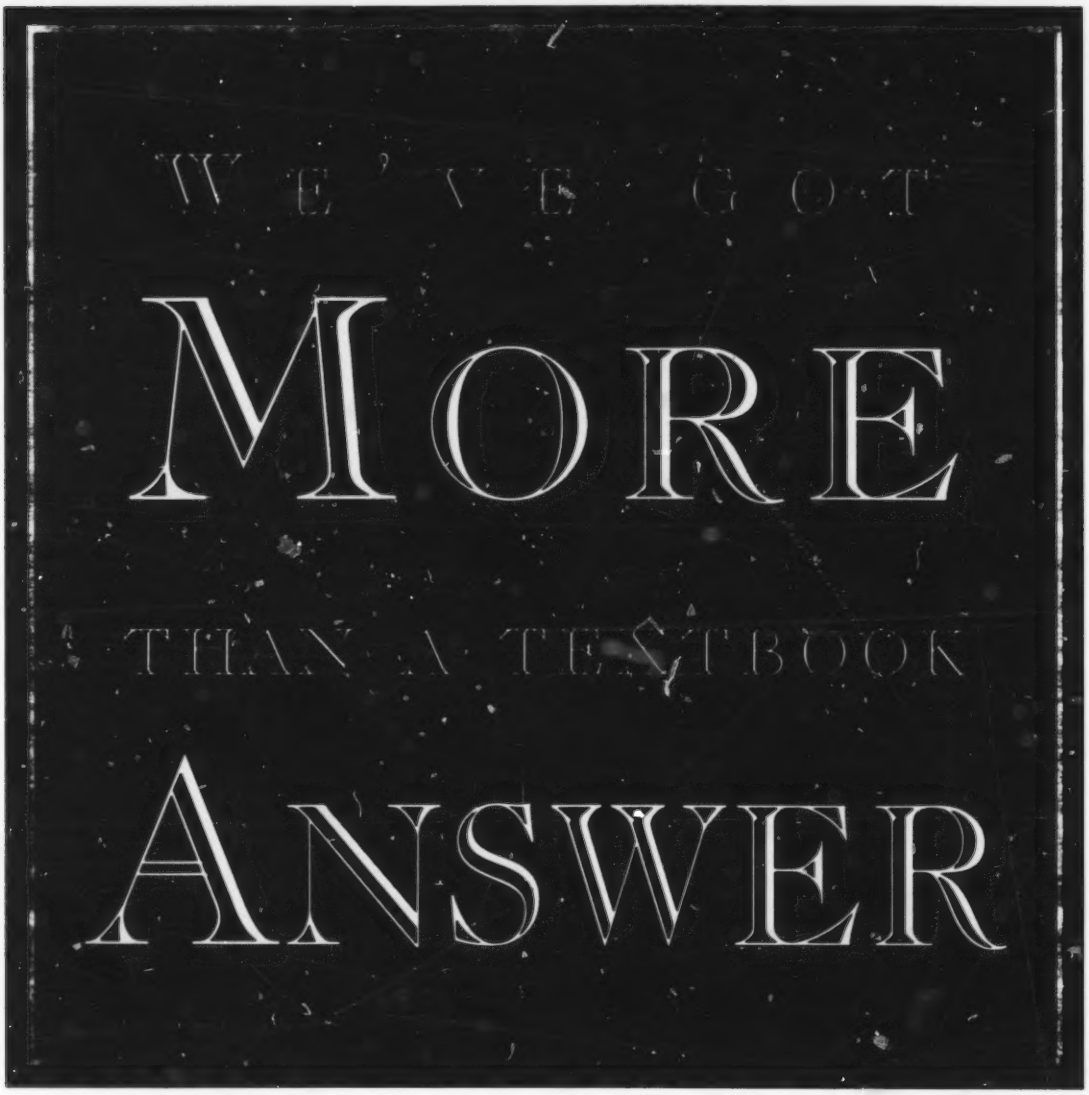

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CITYSCHOOLS

A Research Magazine About Urban Schools and Communities

Volume 1, Number 2 *Spring 1995*

North Central Regional Educational Laboratory (NCREL)

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FROM THE EDITORS

Welcome to ***CITYSCHOOLS***, a new research magazine for educators, parents, community members, and policymakers at all levels—people who work with urban children and make decisions about their education.

Urban educators know that increasing poverty is leaving city kids without many of the supports they require. Schools and educators are asked to provide these supports, often without adequate access to recent research about urban children and their families, neighborhoods, and communities.

The importance of recent educational research cannot be overlooked. It warns us that conventional school models are inadequate for coping with the developmental needs of today's urban youth. It also offers new models that tap the abilities of city learners.

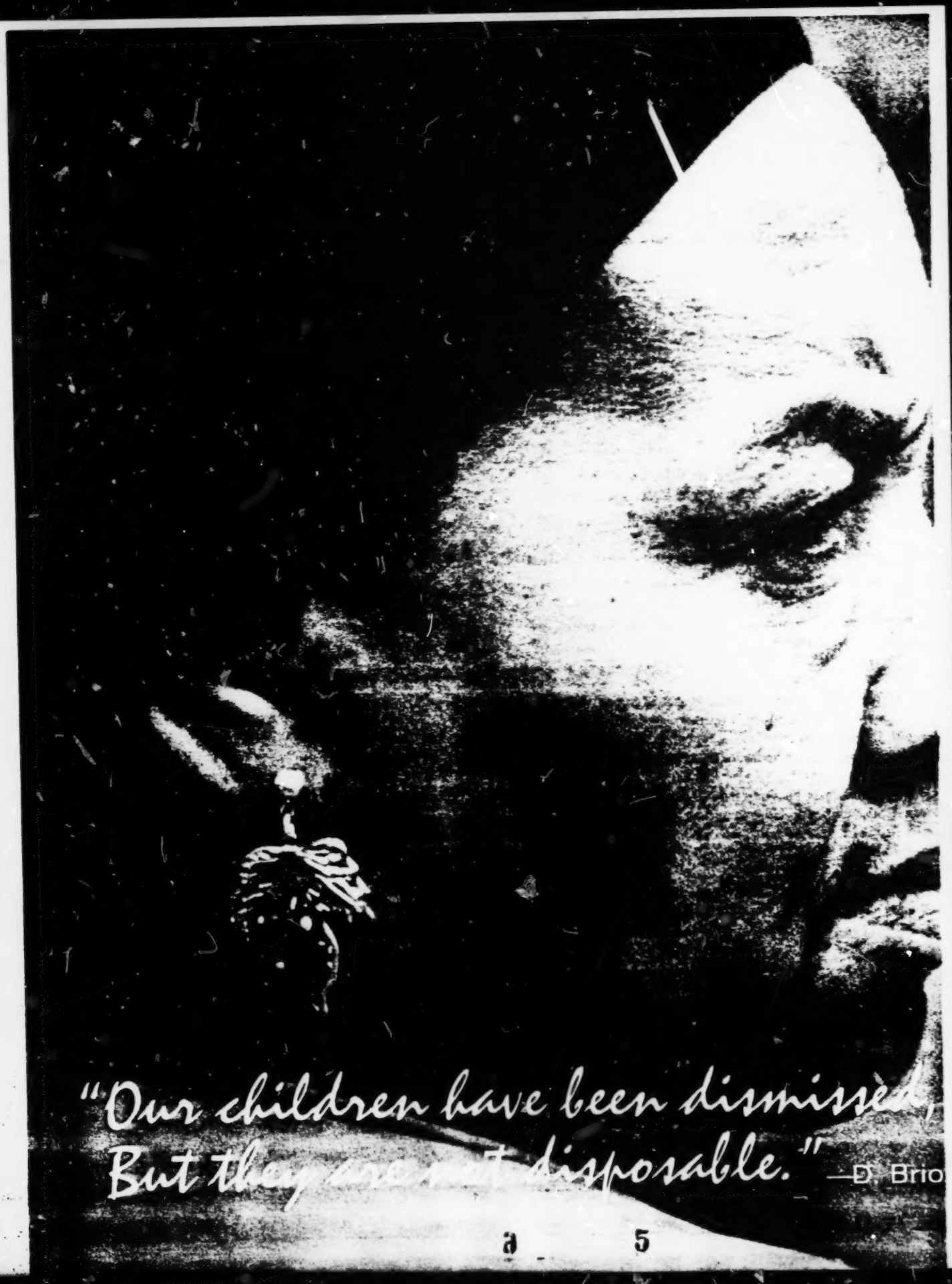
CITYSCHOOLS' mission, therefore, is to help educators, parents, and other concerned members of the community gain greater access to this emerging knowledge base. We want to help schools turn theory into practice.

CITYSCHOOLS is a research magazine, not an academic journal. We seek to report on research regarding the transformation of urban schools and make it more accessible to practitioners in urban classrooms. We plan to show the research at work in real settings—to tell the stories of real educators who are finding solutions to enduring educational problems.

CITYSCHOOLS is also a forum for all members of the urban school community who are struggling toward educational change. We seek to stimulate discussion and debate among the personnel of large and small city school districts, which share many demographic, social, economic, and political characteristics.

CITYSCHOOLS is a magazine for those who believe that urban school transformation is an urgent issue of both policy and practice. It is a magazine for those who believe, with us, that schools and communities must have access to knowledge before they can create effective designs for reform and change.

We welcome you as a reader and invite your feedback and participation in the dialogues stimulated by ***CITYSCHOOLS.***


"Our children have been dismissed,
But they're not disposable." —D. Brio

IN THIS ISSUE, *CITYSCHOOLS* looks at youth violence. This was a difficult subject to tackle. Frankly, the current policy context is leaning strongly toward increased punishment and harsher measures, including incarceration, for young juvenile offenders. In the face of violence—guns, drive-by shootings, robberies, carjackings—this kind of reaction is not surprising. Too many of us have come to believe that some youth are incorrigible—that they cannot be saved.

Yet night after night, the grim and weary faces of grieving mothers, fathers, and relatives remind us that some still hold out hope that perhaps their sons, daughters, nephews, or grandchildren will be saved. We are witnessing a crisis of "raising children" and whether we believe it or not, this is the one area where all children and youth are at risk—either as victim or perpetrator.

It has always been the collective role of families, schools, and communities to raise children. That has not changed. Some communities, however, find themselves with too few resources and too few strategies to discharge this responsibility.

There have always been rules for children about violence, some shared by school, home, and community: "Don't start fights"; some not shared: "If somebody hits you, hit 'em back." But always, there were rules and there were consequences—if not at school, then at home; if not at home, then at the playground, or the neighborhood store, or church, or the local YMCA.

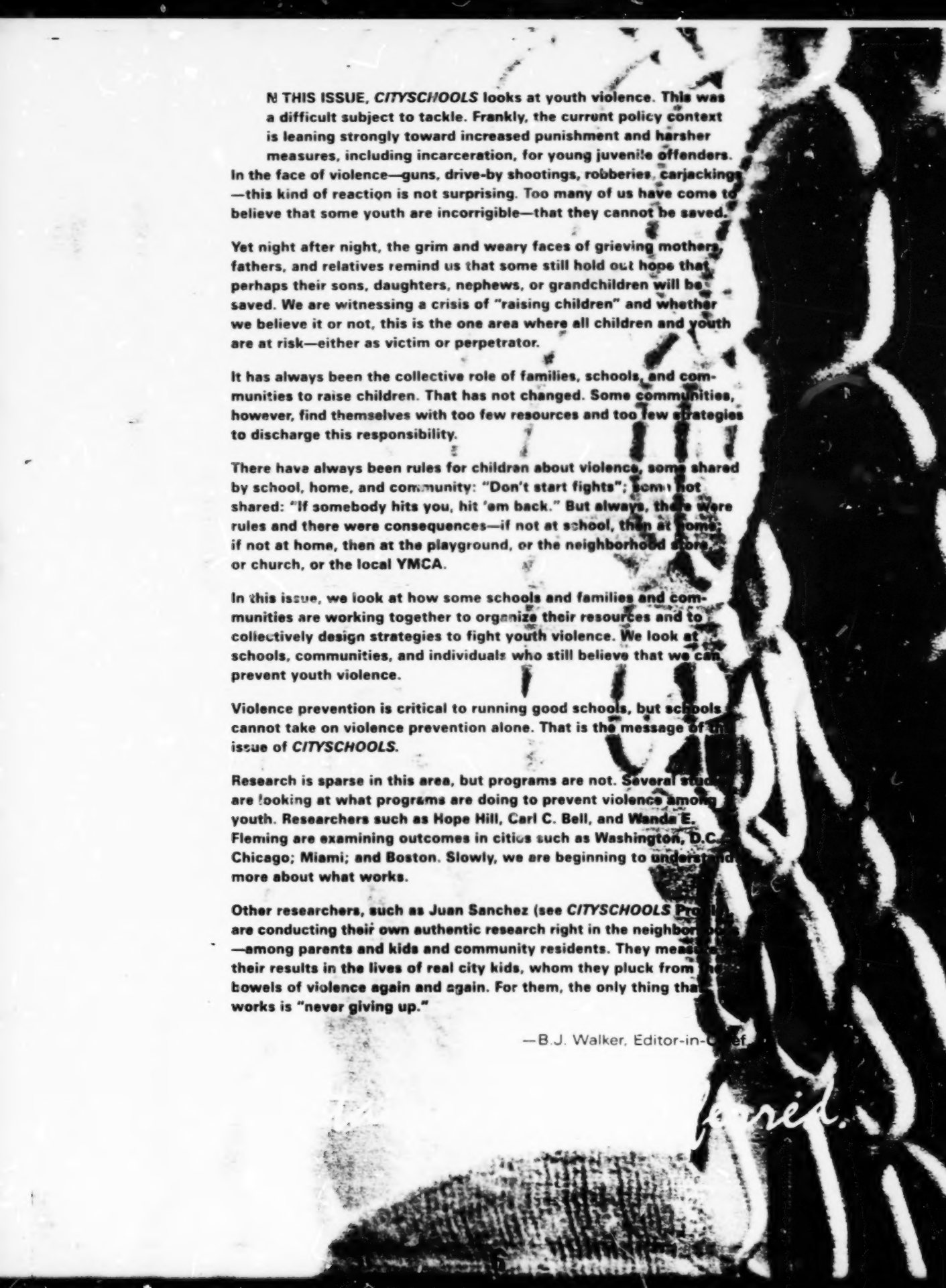
In this issue, we look at how some schools and families and communities are working together to organize their resources and to collectively design strategies to fight youth violence. We look at schools, communities, and individuals who still believe that we can prevent youth violence.

Violence prevention is critical to running good schools, but schools cannot take on violence prevention alone. That is the message of this issue of *CITYSCHOOLS*.

Research is sparse in this area, but programs are not. Several studies are looking at what programs are doing to prevent violence among youth. Researchers such as Hope Hill, Carl C. Bell, and Wanda E. Fleming are examining outcomes in cities such as Washington, D.C.; Chicago; Miami; and Boston. Slowly, we are beginning to understand more about what works.

Other researchers, such as Juan Sanchez (see *CITYSCHOOLS* Profile), are conducting their own authentic research right in the neighborhoods—among parents and kids and community residents. They measure their results in the lives of real city kids, whom they pluck from the bowels of violence again and again. For them, the only thing that works is "never giving up."

—B.J. Walker, Editor-in-Chief



Volume 1, Number 2 Spring 1995

CONTENTS

6 **Saving City Kids: The Role of Schools and Communities**
by Michael Suntag
The dreams of our children cannot be deferred any longer nor can we allow them to be silenced in a hail of gunfire.

10 **As I See It: Children, Violence, and Mythology**
by Bernardine Dohrn
Children may not be the primary perpetrators of violence, but rather its primary victims.

14 **From "Just in Time" to "All the Time": How Community Charters Can Serve Children Better**
by Ron W. Garrison
What will it take to bring together America's disconnected youth-serving systems?

18 **To Learn in Peace: What Schools Are Trying Now**
by Susan Klonsky
How can teachers and schools teach, police, defuse, and disarm—especially in an age where guns in schools are as common as notebooks in bookbags? A checklist of what works in prevention, and a closer look at Indiana's Youthbuild prevention through community service program.

Articles and Opinions Welcomed!
We want to hear from our readers. If you would like to submit an article for publication in our upcoming issue, express your opinion on one of our articles, or share your thoughts and ideas on issues critical to city schools, please address your correspondence to "***CITYSCHOOLS*** Editorial." Letters may be edited for clarity or length.

26 Communities Fighting for Peace
by Dolores Briones with Aurelio Huertas Jr.
A collection of stories from El Paso, New York City, St. Louis, and Southern California show heroic community and school efforts to reach the hearts of all children.

30 *CITYSCHOOLS* Profile
Juan Sanchez, Researcher/Activist
by Judy Taylor
Can the youth violence crisis be solved by locking kids up and throwing away the key? Researcher and activist Juan Sanchez says no!

33 *CITYSCHOOLS* PolicyNote
Revisiting Title I
by Genevieve Sedlack with Aurelio Huertas Jr.
in collaboration with the Commission on Chapter 1 housed at AAHE
Kati Haycock, director of Education Trust, American Association for Higher Education (AAHE), looks at important changes in how city schools can use Title I funds.

36 And Still There Is No Peace:
D.C. Moves Against School Violence
by Michelle L. Moore
A Washington, D.C., summit serves as a forum for addressing the violence that is increasingly plaguing the city's schools and communities.

Watch for the Next Issue of *CITYSCHOOLS*, August 1995:

An Update on Urban School Reform and Restructuring. What impact are major restructuring efforts having on change in city schools? Have they made a difference in student outcomes? What can urban schools "scale up" that might make a difference? Who is successfully "scaling up" major programs around the country? We will focus on promising models and stories from the field, including a critical analysis of some of the high and low points of comprehensive reform movements in cities such as Chicago, Philadelphia, El Paso, Portland, and Birmingham. Don't miss our conversations with superintendents, principals, teachers, parents, and community activists from these cities.

Saving City Kids:

The Role of Schools AND COMMUNITIES

By Michael Suntag

Raising a child has always been a difficult task. Parents have long grappled with the balance between protecting their children from danger and providing them with experiences that build their independence. In the past, parents could count on their family and neighbors to help protect their children from catastrophic threats. Children, in turn, could turn to their communities if they could not find safety and security in their immediate families. Today, many children do not enjoy that same protection.

Statistics tell the story. About one and a half million violent crimes were committed against juveniles ages 12 to 17, according to the FBI's 1992 Uniform Crime Reports data.

Photo © Jean Marc Giboux

Statistics Tell the Story

About one and a half million violent crimes were committed against juveniles ages 12 to 17, according to the FBI's 1992 Uniform Crime Reports data. That's a 23.4 percent increase over 1987 statistics. Although juveniles account for only one-tenth of the population, nearly one in four violent crimes involved a juvenile victim in 1992. In a recent Bureau of Justice Statistics study of 11 states and Washington, D.C., half of the reported female rape victims in 1992 were under the age of 18, and 16 percent were younger than 12. In 1993, an estimated 2.9 million children were reported to have been abused or neglected; 1,300 of them died.

The community safety nets of extended family members, caring neighbors, religious institutions, and schools no longer exist or are rapidly disappearing. Many children can no longer find safe havens from victimization and violence. Once, these havens could be counted on to provide children with the safety and stability they need for normal human development. Schools, for example, were not only places of learning, they also offered discipline, high expectations, dependability, and security. That image is rapidly changing.

Today, more and more schools are coming under siege. The National Education Association estimates that 160,000 children miss school each day because they fear bodily injury, physical attack, or intimidation. A recent Metropolitan Life Insurance Company study, *Violence in America's Public Schools: The Family Perspective*, reveals that five percent of students reported they had been threatened with a gun in school at least once. And nearly 40 percent of the 700 cities responding to a National League of Cities (NLC) survey said school violence has increased noticeably over the past five years.

A Dream Deferred

Today, children, especially those in the inner cities, are losing their faith in the ability of adults to protect them. They witness too many violent acts. They see too many of their friends die. They watch countless acts of violence on television and in movies. Worse, parents are losing faith in their ability to protect their children. The strengths of many inner-city families have ebbed out of the community body, leaving struggling families amid devastated neighborhoods.

When children lose their faith in the adult world's ability to shield them from danger and death, what is left? When parents must put their children to sleep in bathtubs to protect them from invading bullets and when children are locked in schools during the day and in apartments until the next day, what is left of the foundation upon which families stand? What remains of childhood, of fantasy, of fairy tales, of dreams for a bountiful future? What kinds of adults will these "man-children" and "woman-children" become?

Schools as Battlegrounds

Our city schools, like the families they serve, are struggling with increasing violence both within their walls and without. A school violence survey of 1,452 cities and towns conducted in 1994 by the NLC found that serious injuries or deaths from school violence occurred in 25 percent of those cities during the past year. Thirty-one percent of the cities reported serious incidents of school violence over the past three years as compared to 19 percent over the past five years. Thirty-eight percent said the problem had increased noticeably over the past five years.

The survey also found that police departments in 70 percent of the cities regularly conduct patrols at schools. Nearly 19 percent use metal detectors regularly. Schools have taken cover, referring more students to police, juvenile courts, and child protective agencies; beefing up their school security staff; and enforcing severe penalties for bringing weapons to school or wearing gang colors and paraphernalia.

What Can Be Done?

We can take action, and this mountain can be moved. The Commission on Youth Violence (American Psychological Association) says that violence is a learned behavior, not a random, uncontrollable or inevitable occurrence. There is overwhelming evidence, they point out, that our society can intervene effectively in the lives of young people to reduce or prevent their involvement in violence.

Teach New Values. John Rawls, in his book *Theory of Justice*, describes how we can intervene. "Mixed messages are being received by kids during a period when fewer adults are willing to take the responsibility to teach symbols that are ethically correct," Rawls writes. "Children today are finding mythic meaning from technology, popular entertainment, and the streets, not through home, school and community."

We can take action, and this mountain can be moved .... violence is a learned behavior, not a random, uncontrollable or inevitable occurrence.

Build on Students' Cultures. Hope Hill, assistant professor of psychology at Howard University, believes that the strengths of "group culture" can protect against violent behavior and victimization. "Ethnic cultures can act as buffers for violence, particularly if those cultures are supported by the larger society," Hill stated in a recent interview. "Such cultures can protect against the social risk factors by providing a pattern for living, values, social support, and affirmation of a positive sense of self and of one's group."

Hill operates a research project that will provide these buffers for preadolescent children in the Anacostia district of Washington, D.C. Using graduate student interns as counselors in after-school programs for children living in violent environments, she has developed a violence prevention curriculum stressing group dynamics. This project, which is funded by the Annie E. Casey Foundation, is expected to offer valuable evaluation data on ways to prevent violence.

In *Violence and Youth: Psychology's Response*, the American Psychological Association recommends that "all public programs designed to reduce or prevent youth violence be developed, implemented and evaluated with a sensitivity to cultural differences and with the continued involvement of the groups and the communities they are designed to serve."

Promising Initiatives

A recent Illinois study, *What Works in Reducing Adolescent Violence: An Empirical Review of the Field,* found that comprehensive programs that incorporated a range of goals and had a family focus were among the best.

School-Based Programs

Numerous creative school-based programs exist. One such program is Resolving Conflict Creatively (RCCP), which reaches 70,000 students in 180 New York City schools. This comprehensive K-12 curriculum focuses not only on the teaching of nonviolent conflict resolution but on systemic school change. Started in 1985, RCCP is widely regarded by public health experts as one of the most promising violence prevention programs now in operation. What most distinguishes RCCP from other prevention programs is its focus on creating school change. This means that the management of both individual classrooms and the school as a whole is consistent with a value system of nonviolence. And it means that students have a safe environment in which to explore peaceful ways of resolving conflict.

Community Mobilization

Although schools clearly have a role in prevention, it takes an entire community to change the conditions that foster violence. We need to develop and maintain youth-serving agencies and communities that collaborate around a shared mission over an extended period of time.

Wanda E. Fleming, a consultant for the Center for Youth Development and Policy Research, has stated, "Confronting the disturbing incidence of youth homicide demands reconciliation of our society's responsibility in rearing children who are committed to the peace and well-being of others in their neighborhoods and the larger society."

The Children's Defense Fund places the responsibility for initiating a "cease fire in the war against children" on every member of the community. They propose that parents, teachers, and religious and civic leaders teach by example that violence is not the way to resolve conflict. They urge immediate implementation of effective safety plans to protect children in schools and neighborhoods by using safe houses, safe corridors, peace zones, and supervised after-school programs. They encourage communities to develop positive alternatives to street lifestyles through summer, weekend, and after-school programs.

Communitywide Partnerships

Schools can become a leading force for community mobilization. They can implement effective educational programs. They can collaborate with community partners to create the conditions that will reduce and prevent violence. There are several examples of such collaborative projects across the country:

School-Linked Services. The Children's Risk project begun in 1992 provides services for both child and family, usually in the poorest

Although schools clearly have a role in prevention, it takes an entire community to change the conditions that foster violence.

neighborhoods. This program is overseen by the Center on Addiction and Substance Abuse at Columbia University and financed by the Department of Justice and several foundations. In Bridgeport, Connecticut, schools partner with the police department, juvenile court, neighborhood residents, and social service providers to offer families support for their 11- to 13-year-old, high-risk children. The project's other sites are in Austin, Newark, Savannah, Memphis, and Seattle.

Family Resource Centers. Family centers like those provided by the Family Resource Coalition in Chicago provide for the needs of the entire family from delivery of social services to early childhood education and day care. In Kentucky, more than 450 Family Resource Centers are linked to schools throughout the state. The Kentucky Education Reform Act radically changed the relationship between education and human services by mandating the development of Family Resource Centers.

School/Community Planning. The Centers for Disease Control and Prevention's primer for community action, *The Prevention of Youth Violence: A Framework for Community Action*, points out how important it is to identify target groups within a community. It also helps communities examine the different links in the chain of events that lead to violence and, using an inventory of current programs and initiatives, find activities that can reduce youth violence.

The Wisconsin Department of Public Instruction's manual, *Preventing Youth Violence and Aggression and Promoting School Safety*, suggests conducting a needs assessment to assist the successful integration of school and community violence prevention efforts.

Conclusion: A New Sense of Community

Strong families eliminate the need for good case managers and strong communities inoculate children against despair and hopelessness. Working together, Americans can generate a new sense of community and commitment to their children. Partnerships among schools, parents, and key community stakeholders provide a means of building the leadership capacity necessary to reduce the root causes of violence within communities, release the creative talents and wisdom of neighborhood residents, and begin to show children an adult world that cares for them and is attempting to preserve their childhood.

There isn't anything easy about this process. It is an awkward, messy, long, and difficult path, as is any genuine restructuring effort. It will demand that we all operate differently, less comfortably, and with more focus on integration between youth-serving agencies and the communities they serve. However, the stakes are very high and time is running out for too many of our families. The dreams of our children cannot be deferred any longer nor can we allow them to be silenced in a hail of gunfire. ■

Michael Suntag, a teacher and administrator in the Bridgeport Connecticut Public Schools for the last 28 years, is the educational liaison to Bridgeport Futures Initiative. Last year, as a Fellow in the inaugural class of the Annie E. Casey Foundation's Child and Family Fellowship, he spent the year researching innovative community responses to youth violence throughout the country.

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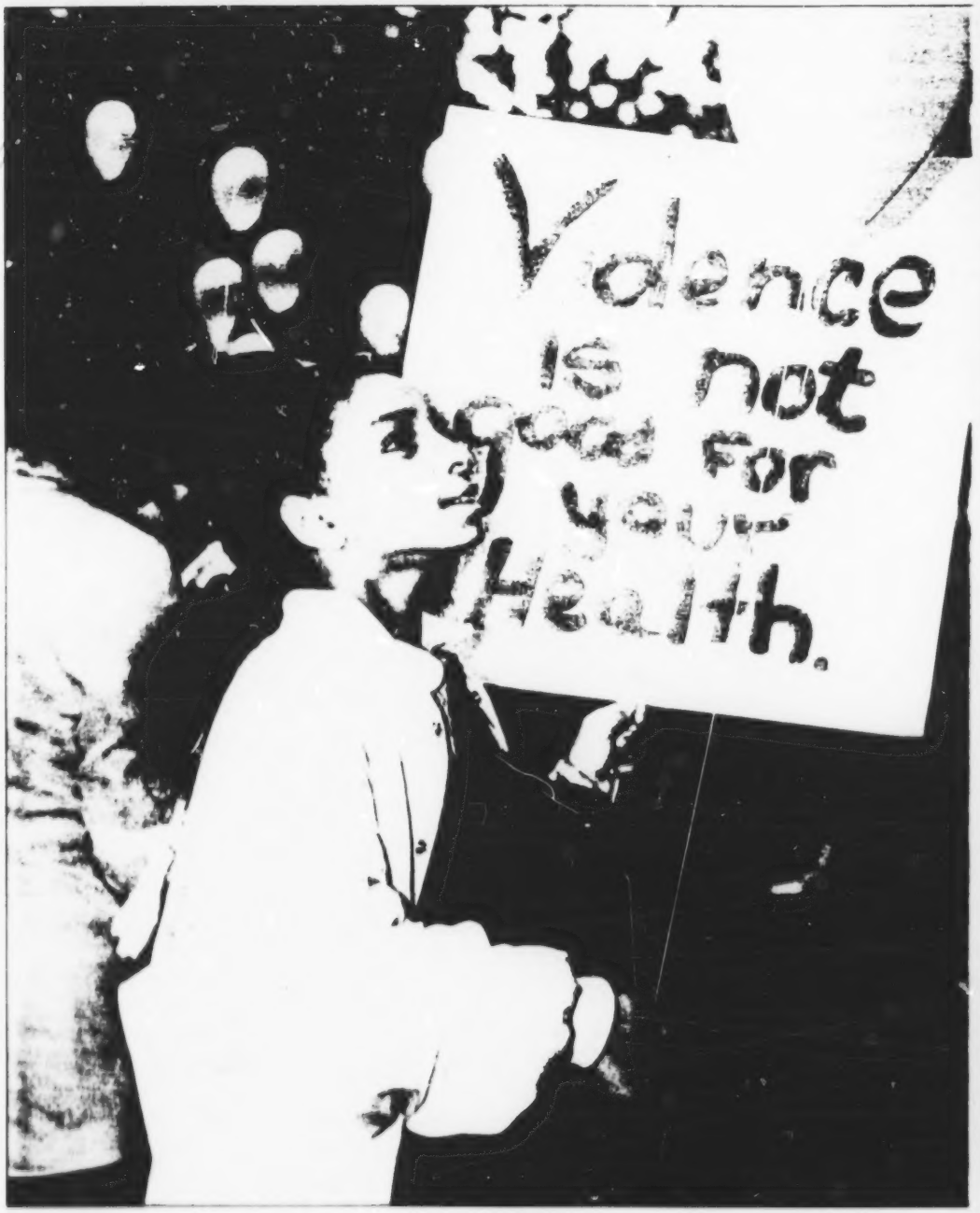
by
Bernardine
Dohrn



As I See It:

Children, Violence, and Mythology

Bernardine Dohrn is the director of the Children & Family Justice Center, Northwestern Legal Clinic, Northwestern University School of Law, Chicago. This article is adapted from an essay to be published in the May 1995 issue of Maryland Journal of Contemporary Legal Issues.

When Chicago appears in national headlines these days, it is frequently for shocking stories of violence against and by children. Three sensational cases of violence against children exploded into national media prominence over the past year:

- **Eleven-year-old Robert "Yummy" Sandifer, accused of killing 14-year-old Shavon Dean in a street shooting, was himself found shot to death under a viaduct. Two young brothers have been charged with his murder.**
- **Five-year-old Eric Morse was thrown to his death from a 14th-story window reportedly by two other children, aged 10 and 11.**
- **Joseph Wallace, age 3, was hanged to death, allegedly by his mentally deranged mother.**

These cases are only the most memorable among broader concentric circles of violence that daily impinge upon and involve our children. For in addition to being victims or offenders, many more are witnesses—frightened, silent, reacting.[1]

Such cases and their grisly details often lead to a public outcry that "something" must be done, setting the stage for quick legislative action that offers the appearance, if not the substance, of response. In the summer following the death of Joseph Wallace, the Illinois legislature amended the state's Juvenile Court Act, inserting the five words "best interest of the child" an additional 35 times. High visibility cases also lead to laws with more punitive sanctions.[2]

Alongside the increased news coverage on child abuse, family violence, and youth crime has arisen a widespread popular backlash against children and adolescents. This anger against some children can be seen in the provisions of the recent federal crime bill affecting youth, in Tennessee legislation that eliminates the minimum age for the transfer of children to adult criminal court, in "three-strikes-you're-out" provisions, and in the sudden call for orphanages and juvenile boot camps.

As the 100-year anniversary of the first juvenile court in the world approaches in 1999, we seem to be on a slippery, backward slope with respect to juvenile justice. We are witnessing a multiplicity of laws that appear to abolish special legal status for children by accelerating the trend of transferring or "waiving" youth to adult criminal courts. The majority of children assigned for trial as adults, however, are there for property or drug-related offenses. In Florida, only 23 percent of those transferred to adult courts were violent offenders.

Although there has been an overall decline in crime rates, stories about the escalation of violent youth crime surround us and were widely described as a primary concern of the 1994 electorate. What is myth and what is reality?

Researchers Michael A. Jones and Barry Krisberg, in their report *Images and Reality: Juvenile Crime, Youth Violence and Public Policy*, go far toward refuting misconceptions. Consider:

Rates of violent crime among children have not changed; however, lethality among youth has skyrocketed. In the past decade, the death rate from firearms for teenagers aged 15-19 has increased by 61 percent.[3]

The most common shooting death in America is not homicide but suicide; there are more suicides than homicides each year.

Crime in the United States is too high, but the perceptions that crime is "epidemic," that prisons are overflowing with violent offenders, and that violent crime by youth is driving the crime wave are false. These misperceptions are the fertile soil in which antichildren and antiyouth legislative measures can take root. The record-breaking U.S. prison population, both adult and juvenile, is overwhelmingly composed of nonviolent offenders.[4]

Perhaps the least dramatic but most revealing numbers are these: In 1982, 17.2 percent of all arrests for violent crime were of youths. A full decade later, that proportion has increased less than one half of one percent, to 17.5 percent.[5]

The myth persists that children die mainly at the hands of other children. The reality is that twice as many children are killed by parents or guardians. Children are not the primary perpetrators of violence, but the primary victims. Our nation's youth are being killed and victimized in record numbers. The total number of children killed by firearms rose 144 percent between 1986 and 1992 compared to a 30 percent increase for adults.[6]

These incredible numbers, combined with the increasing poverty of children, have resulted in juvenile courts becoming inundated with record-breaking caseloads. In the first nine months of 1994, new filings in Chicago (Cook County) jumped by one-third after leveling off over the previous two years. Entering the juvenile courts, one

Alongside the increased news coverage on child abuse, family violence, and youth crime has arisen a widespread popular backlash against children and adolescents.

Every day in America:

3	**children die from abuse**
13	**children die from guns**
30	**children are wounded by guns**
307	**children are arrested for "violent" crimes**
2,350	**children are in adult jails**
5,314	**children are arrested for all offenses**
7,945	**children are reported abused or neglected[7]**
1,200,000	**elementary-aged, latchkey children have access to guns in their homes[8]**

encounters metal detectors, jammed hallways, and long waits for brief, anonymous hearings before beleaguered judges. Attorneys, caseworkers, and probation officers are forced to process files rather than represent clients. The phenomenon of the invisibility of the very children the court was created to protect is vividly described by Alex Kotlowitz in his remarkable book *There Are No Children Here*. That terrible sense of not being recognized as unique or heard, which is at the very heart of justice, permeates the corridors of the juvenile courts.

What can we do? Here are some suggestions:

▶ **1. Listen to Children.** Pay attention to their descriptions of their problems and their ideas for solutions. They are brilliant, practical, and can most often describe what is happening to them with accuracy and insight. Yet, child welfare, juvenile justice, and education systems treat children as passive recipients of adult efforts to "save" them. Too frequently, adults determine what is in the best interest of children without giving weight to their perceptions or desires.

▶ **2. Look to International Experience.** The United Nations Convention on the Rights of the Child has been adopted by over 170 countries—but not by the United States. Article 12 of the Convention provides: "State parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child."

Furthermore, all other industrialized countries of the world provide basic family supports for the social task of raising the next generation: universal health care, paid parental leave, child care, and child payments. These supports are not "needs-based," but provided to every family. They assume that the well-being of children and the stability of their families are connected, not pitted one against the other.

Every piece of legislation, every court ruling must be evaluated in light of the real data about juvenile crime and violence and what we know children need, rather than on the frenzied and the stereotypical.

▶ **3. Connect Issues Involving Children.** Our systems, our funding, and our thinking are rigidly categorical and single-issue, but children and their families cross categories. "Yummy" Sandifer, like many of his peers, was a ward of the state of Illinois, assigned caseworkers, attorneys, judges, and probation officers. He passed through many "helping" education and law enforcement hands. Furthermore, both political power and remedies for children lie in the connections between issues. Perhaps only a comprehensive plan to provide all children with the support and respect they need will solve any particular problem.

▶ **4. Assume Other Children Need What Your Children Need.** Turn up the level of empathy. It is all too easy to create distance and to demonize others by using labels to describe the complexities of life and families. "Children at risk," "inner-city children," "gangs," "violent youth," "dysfunctional families," "drug-addicted mothers," "abusive parents," "single mothers," "illegal aliens"—all are code words in American political life that suggest no connection to middle-class suburbs, working and rural families, or mainstream culture.

▶ **5. Insist on a First Call for Children.** Consider the proposition of UNICEF for the children of the world as an appropriate benchmark for the United States as well. The 1990 World Summit for Children recommended a "First Call for Children: protection for the growing minds and bodies of children should have a first call on the resources of the adult world—and children should be able to count on that commitment in good times and bad."[9] This is particularly poignant for our nation, which appears to have convinced its citizenry that we are destitute, although the U.S. remains the wealthiest country in the world. My state of Illinois ranks a shameful 38th among the 50 states in the poverty of its children, although it is the 12th wealthiest state in per capita income.[10]

▶ **6. Base Law and Public Policy on the Realities, Not on Myth or Media-Whipped Sentiment.** Measurable trends can be discerned from data. The demonizing of children and youth is leading to an increasingly punitive and draconian outcry which, if we fail to reverse it, will pave the way for more destructive policies against individual children and the institutions that are supposed to meet their needs. Every piece of legislation, every court ruling must be evaluated in light of the real data about juvenile crime and violence and what we know children need, rather than on the frenzied and the stereotypical.

▶ **7. Remove All Guns From the Environment in Which Children and Adolescents Live and Play.** The proliferation of guns is an adult problem. We cannot fail to act in opposition to the gun lobby. The Centers for Disease Control and Prevention have identified gun violence as a national public health epidemic. Knowing the cause of this epidemic and its profitability, we must take all of the steps necessary to eliminate gun availability to children. We must go to the source with regulations, ordinances, and accountability. Terrified children who bring weapons to school should not be expelled. They should be kept in school and they and their parents and the community should be educated about the dangers of guns within the home and the public environment.

The good news about inequitable priorities, ineffective institutions, and unjust policies is that they are determined by people, and they can be altered by people. No one else is responsible but us. It's in our hands. ■

Bernardine Dohrn

Photo © David M. Grossman

Children often act like their parents in interrelating with others. Children often imitate adult behavior.

[1]Carl C. Bell, M.D., and Esther J. Jenkins, "Community Violence and Children on Chicago's Southside," *Psychiatry*, Vol. 56, February 1993, 46-54; Nancy Dubrow and James Garbarino, "Living in the War Zone: Mothers and young children in public housing developments," *Journal of Child Welfare*, 1989, 68: 3-20.

[2]Michael A. Jones and Barry Krisberg, *Images and Reality: Juvenile Crime, Youth Violence and Public Policy*, National Council on Crime and Delinquency, June 1994 Figure 6 at 18; source, Centers for Disease Control and Prevention.

[3]Jones and Krisberg, *Images and Reality* at 15-16.

[4]Jones and Krisberg, *Images and Reality* at 8-9.

[5]Jones and Krisberg, *Images and Reality* at 3.

[6]Jones and Krisberg, *Images and Reality* at 3.

[7]Children's Defense Fund, *The State of America's Children Yearbook: 1994*, Washington, D.C.

[8]Lee, *Journal of the American Medical Association*, 1990.

[9]*The State of the World's Children: 1992*, United Nations Children's Fund (UNICEF), Oxford University Press at 4, 15-20.

[10]*Illinois Kids Count 1993: Imagine the Possibilities . . .*, Voices for Illinois Children.

FROM "JUST IN TIME" ▸ TO ▸ "ALL THE TIME".

By Ronald W. Garrison

Like a parent reluctant to pay child support, policymakers often respond to children's needs with insufficient funds, under protest, and just in time.

One of the many problems child advocates face in America is the recurring debate about how we nurture our youth, or fail to. This debate, which often surfaces when the nation has run out of ideas about what to do with its children, follows a predictable pattern of legislative intervention: Like a parent reluctant to pay child support, policymakers often respond to children's needs with insufficient funds, under protest, and just in time.

Just-in-time policies are a traditional cost-saving tactic in business. Corporations order just enough immediate inventory to limit their investment in expendables—quickly consumed items such as pencils and paper clips. Companies claim just-in-time ordering reduces unnecessary surplus while increasing profits.

At a time when just-in-time policies such as orphanages and prosecuting children below age 14 as adults are being legislated, it falls on child advocates to remind legislators and the nation that children are neither adults, surplus inventory, nor expendable.

Advocating for Children

Working together, youth-serving agencies such as schools, juvenile probation, or child protective services can be the collective child-advocating conscience for local, state, and federal policymakers. Yet these agencies too often find themselves building barriers rather than bridges to one another and the communities they serve. They provide categorical services, they do not collaborate, and they emphasize treatment rather than comprehensive prevention. As a result, they find themselves with only enough resources to treat selected individuals, and the majority of youth must go without needed services. We need a long-term comprehensive service integration strategy, not the patchwork, short-term approaches we now use.

HOW COMMUNITY CHARTERS CAN SERVE CHILDREN BETTER

"We don't have the resources to remain so fixated on treatment models," insists Bob Burgess, director of Child Welfare and Attendance for the Alameda County Office of Education in California. "Treatment is expensive, limited to symptoms, and never-ending. What we need are more outcome-based agencies working to support children's potential and resiliency—not focusing entirely upon treating problems."

What will it take to bring together America's currently disconnected youth-serving systems? Nothing less than a child advocacy agenda that will push for the total eradication of the causes that harm children and youth. This agenda must merge the work of agencies (public or private independent service providers) and be dedicated to promoting community standards and strategies. We can no longer afford to slavishly adhere to bureaucratic rules or narrow program models.

Such an agenda is possible when these agencies form a charter with their community. Under a charter, the agencies would agree to be held accountable to the local communities they serve and not to mandates imposed by large centralized agencies or social service systems. These unified charter agencies then integrate the services of multiple agencies, hence their formal title: chartered service integration agencies.

Why Chartered Service Integration Agencies?

Charter agencies are unified by philosophy, goals, and service delivery strategy. They build on the strengths of the community rather than attempt to treat problem individuals or institutions. As such, their influence could be felt in a number of critical areas.

Juvenile Crime: An Example. FBI statistics report that juveniles commit one out of eight violent crimes in the U.S. And although this figure has remained essentially unchanged since 1965, 15 percent of youthful offenders are responsible for 75 percent of serious and violent crimes. Targeting a comprehensive package of services across a number of agencies to these 15 percent might make a real difference.

Applying a coordinated, but diverse intervention program that is intensive and consistent might significantly reduce the serious crimes committed by a small number of offenders. One success story is the Serious Habitual Offenders Comprehensive Action Program of the U.S. Office of Juvenile Justice and Delinquency Prevention (SHOCAP). In most of the local jurisdictions where SHOCAP was used, the crime rates of juveniles in the program were significantly reduced.

Taking a Unified Approach

A unified child advocacy program demands a coordinated, multipronged strategy—not a series of isolated attacks on the problems facing youth.

Today, many decentralized youth-serving agencies have to compete for limited resources. Without a unified system such as chartered service integration, these agencies remain inefficient and their services costly. In addition, competition between agencies reduces the potential for cooperation, sends mixed messages to the people they serve, and encourages "tunnel-vision" decision-making. A more effective approach is to use multi-agency teams working under a local unified agenda.

Guidelines for a Local Agenda on Youth Violence

Only local communities have the ability to make a unified child advocacy agenda work. More than 30 years ago, a report by the Joint Commission on the Mental Health of Children called for a consistent voice for children by establishing child advocacy offices in Washington, D.C., and in every state. What was not clear then and should be now is that the function of good government is to guide local effort, not control it. Large government models and the mandates that inevitably follow are costly and inappropriate for an increasingly diverse population.

Communities and neighborhoods need to think first about what is best for their children. Effective and long-term change must be bottom-up prior to top-down, arriving at a consensus on the local level where participation is valued and relationships are strengthened.

Under a charter, the agencies would agree to be held accountable to the local communities they serve and not to mandates imposed by large centralized agencies or social service systems.

Then, rather than relying on an individual agency to make decisions regarding the welfare of children and youth, charter service providers would team with their community to increase communication, coordination, and effectiveness.

Charter providers can focus on integrated services that:

- View the entire community as the appropriate target for service.
- Encourage flexibility in responding to cultural and ethnic diversity.
- Recognize community strengths, capabilities, and resources.
- Link communities and neighborhoods to resources, and stimulate development of new resources.
- Foster creativity and initiative for self-sufficiency among both communities and providers.
- Provide accessibility and local delivery by competent and incentive-driven providers who know, care about, and have established mutual trust with the communities they serve.

Service Integration Programs: Some Early Efforts

California, Georgia, Utah. Across the country, service integration programs are beginning to take shape. Recently in Contra Costa County, California, voters approved Measure C, a sweeping action plan to prevent youth violence by requiring city, county, and school departments to coordinate all violence prevention efforts. DeKalb County, Georgia, provides a recipe for social competence through its Life Skills Academy, a collaborative effort between the DeKalb school system and the Department of Children and Youth Services. And at Washington High School in Ogden, Utah, a diverse, community-based alternative program offers options in technology, applied biology, and chemistry. At the same time, the program addresses the crucial social needs of the students (such as infant care and counseling).

Texas. The state of Texas is exploring a variety of local projects that would create partnerships between school boards and juvenile probation boards. In addition, they are coordinating

COMMUNITY GUIDELINES

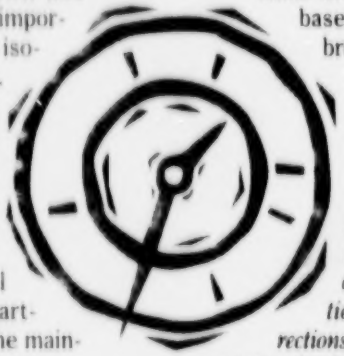
Communities choosing to reduce juvenile victimization and violence may benefit from the following guidelines when considering how best to serve their youth.

1. Violence has no single cause or solution, but coordinated prevention programs have a better chance of reducing conditions that breed violence.
2. Effective consequences reinforced by consistent adults can assist in minimizing children's aggressive acts.
3. Nonviolent alternatives taught to children in multiple settings early in their lives can reduce victimization and violent acting-out behaviors.
4. Alternatives and choices offered consistently by significant adults working from a unified plan can effectively alleviate aggressive acts by children.
5. Service integration agencies help reduce violent community influences, including the restriction of access to the tools of violence: alcohol, drugs, and weapons.
6. Child-rearing can become a community responsibility coordinated by service providers, taking the pressure off families who may be trapped in a cycle of poverty, dysfunction, and violence.
7. Service integration can better foster resiliency in children and young adults by leveraging strengths, resources, and protective factors in programs across multiple agencies.

Photo © David M. Grossman

prevention activities, staffing and staff training, information sharing, and a collaborative review of school expulsions and court dispositions.

Los Angeles. At Edutrain, a charter alternative school for girls in downtown Los Angeles, teachers recognize the importance of moving beyond service isolation and toward integration. Teachers often testify in court, obtain restraining orders for abusive boyfriends and parents, and safely intervene in suicide attempts. The faculty uses agencies such as Cedars Sinai Hospital, the Department of Animal Control, and the Probation Department to help provide access to the mainstream for their students.



In Conclusion

Youth-serving agencies need to focus their efforts on resiliency in children and the potential of diverse, community-based child advocacy strategies. If agencies continue to view children as deficits rather than assets and each other as competitors instead of collaborators, serious juvenile crime and violence will escalate. Local charter-based service integration promises a broader vision of social justice for children while increasing the protective factors necessary for normal human development. ■

Ron Garrison is a child advocate and violence prevention consultant with over 20 years of experience in education, security, juvenile justice, and corrections. Through his company, Garrison Associates, he has developed safety, workplace violence, and crisis management approaches for schools, colleges, clinical settings, and business emphasizing agency and community collaboration, nonviolence personal protection, and victim advocacy.

To Learn in Peace:

"I took a butcher knife away from a fifth-grader last week," a city school teacher confided. "The kid told me he really needed it back. If his uncle found out he took it, he'd give him a beating. He carried it for protection. After sweating about it all day long, I ended up handing it back to him sort of secretly, with a warning." This teacher agonized over his decision to return the weapon. His decision may sound irresponsible, but knowing the tough streets that the child must walk, the teacher believed his choice represented the lesser evil.

By Susan Klonsky

What other options did the teacher have? How can teachers and schools teach, police, defuse, disarm, and moderate conflict—especially in an age when guns are easily accessible to young people coming of age in a culture of violence?

There is no easy answer, of course, but schools today do have greater access to proven programs and strategies. These include peer mediation and conflict resolution, recreational and social service activities, and character education. Much of this, of course, is contingent on finding the money to support the programs. When society runs out of options or can't afford available ones, it is the child who pays the price.

Peer Mediation and Conflict Resolution

Thousands of public schools have introduced peer mediation and other conflict management techniques such as student-run "courts" to neutralize disputes that could erupt into violence. Most educators see these programs as providing three benefits: keeping arguments from turning violent, teaching self-control, and providing fundamental social rules that are lacking in the home and community environment—*don't hit, don't call names, don't demean, and above all, don't kill.*

A number of conflict resolution training programs have distinguished themselves, winning favor with educators in large urban districts. Among these are "Resolving Conflict Creatively" in New York City, "Second Step" in Seattle, "I Can Problem Solve" in Chicago, and "Peer Mediation" from the Miami-based Peace Education Foundation (the largest provider of conflict resolution training).

North Miami. North Miami High School is a believer in conflict resolution training. This school is a unique mix of Creole-speaking Haitian immigrants, Cubans, Anglos, Russian Jewish immigrants, and newcomers from Nicaragua and El Salvador. To diffuse what could be a socially explosive mix, nearly every teacher has gone through intensive peer mediation training and nearly every student knows the classic six steps in the peer mediation process. Some 200 of the current students, from all nationalities and language groups, have received peer leadership training.

Chicago. Peer mediation also plays an important role at Andersen Elementary, a school located in a port-of-entry community on Chicago's north side. The school serves large numbers of immigrant students from all over the world, as well as African-American and white ethnic kids. Kids learn nonviolent conflict resolution "early, well before they head for high school," according to teacher coordinator Gloria Kirlin. Picking kids for the school's Peace Education Foundation peer mediation training is not a matter for just the "good kids," Kirlin says. "We tend to pick the power kids—the kids who want some power, who tend to take control of situations." If they exhibit leadership qualities,

Photo © Michael A. Schwarz

she observes, there's a recognition that strength "could go either way," so that teaching nonviolence is especially important to students who are most assertive. "Now, only the very serious conflicts dealing with abuse, drugs, or weapons are referred to administrative staff," Kirlin says.

Recreational and Social Service Activities

New York City. New York City began in 1988 to go further than any major urban school system in establishing a recreational and social service prevention-based program in the schools. The Beacons are a series of 15 public school buildings that receive special funding to remain open nightly for students and neighborhood youth. At a Beacons, not only is the gymnasium open, available, and supervised, so are the computer lab and the library. A range of adult education and GED courses are offered in multiple languages. In some of the Beacons' buildings, after-school snacks are followed by supper for latchkey kids and teens. Mobile health clinics visit the Beacons on a rotating basis to provide immunizations, birth control information, and other services to families. Homeless adults and children can make use of the facilities. Despite apprehension from some school officials, Geoffrey Canada, director of the Rheedlan Centers—a social service provider working with Beacons—reports that there has been no significant theft, damage to school property, or any other loss to schools.

Chicago. In 1995, Chicago's Youth Initiative will open a similar series of school-based community prevention centers in 22 sites. These centers will offer late-night hours; Saturday sports and recreational programs; mediation services; parent training; and dance, drama, and music lessons for children and teens.

Character Education

Denver. Traditional character education too often seemed preachy, hollow, and a time-waster to Denver educator Arnold Langberg. "It was like, you have the mandated 15 minutes of 'character education' per day . . . well, what are you doing the rest of the time?"

Working with a group of teachers at Harrington Elementary School, in cooperation with the University of Northern Colorado, Langberg launched a character education program entitled "Moral Courage." Its aim is to help kids withstand the pressures toward self-destructive and antisocial behaviors by integrating character issues throughout the curriculum.

Langberg's program stresses five traits of strong character: caring, determination, flexibility, idealism, and reliability. These traits, he believes, are best demonstrated by the sharing of stories of family and neighborhood heroes—everyday people whom kids encounter in their lives. Seeking out, talking through, writing about, and otherwise documenting acts of neighborhood heroism is at the heart of the Moral Courage program. Curriculum alone, Langberg argues, "has not proven to be a sufficient force for changing behavior, especially if the words used in the classroom are contradicted by behavior observed elsewhere in the school environment." Changing the culture of the school, then, is of equal importance with the new curricular focus. How people treat people—including how adults treat children and how adults treat each other—becomes a paramount issue. It's a paradox, he points out, that "if a student enters

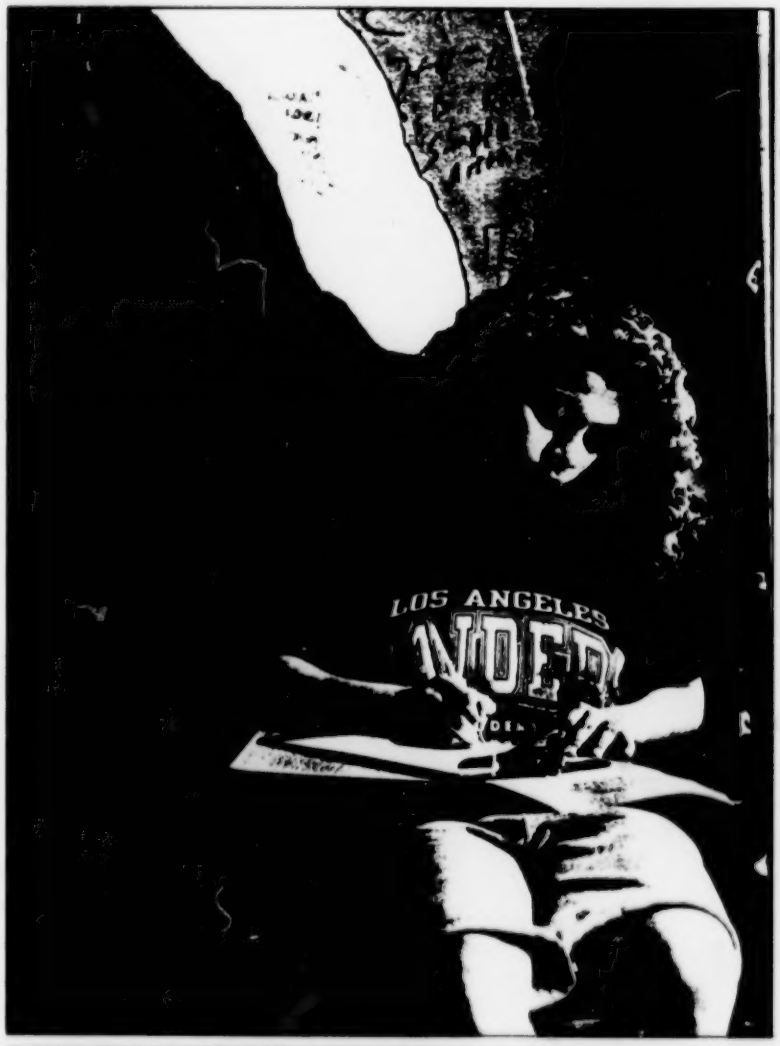


Photo © Lloyd Degrane

"If a student enters class not knowing algebra, we teach him algebra. If a student enters class not knowing how to behave, we punish him."

What Schools Are Trying NOW

Photo: Richard Hutchings

Don't wait for a violent incident to happen: teach students to get along in a violent world.

class not knowing algebra, we teach him algebra. If a student enters class not knowing how to behave, we punish him."

For the past four years, Langberg has been leading seminars on morality issues for groups of students in third through sixth grade. He holds weekly meetings with third graders at Harrington and just "lets them talk through" conflicts they face. It's a void that really needs filling, he insists. Students, including very young students as well as teens, "have almost no such dialogue with the important adults in their lives. Their teachers have a 'curriculum to cover' and their parents have neither the time nor the confidence to engage in this activity." What's worse, concludes Langberg, "by default, television and other kids have become the primary moral tutors of our children."

Finding the Dollars

Prevention costs money. Prices for peer mediation and conflict resolution programs are all over the map, ranging from as low as $30 per student up into the thousands for a video library, trainers, and consumable workbooks. Where will the money come from? Schools with federal Title I dollars can use the money to purchase these and similar training from other violence-abatement agencies. Schools and communities can also use block grants from the Crime bill* and from Drug-Free Schools funds.

In 1992, the Colorado legislature allocated $360 million for hiring police and constructing new jails, but earmarked nothing for prevention. After mass protests, the bill was ultimately amended to provide that 1/100th of the net allocation, or $3.6 million, would go for community-based prevention programs. Ninety-three grassroots projects were funded, ranging from neighborhood watch organizations to youth sports leagues. The Moral Courage program was among the school safety programs funded; Harrington Elementary was the first school to sign up.

The Last Resort

When all else fails, some chronically violent students end up criminally charged. The Audy Home in Chicago is a residential detention center where juveniles are held while awaiting trial. For generations, one of the easiest ways to strike fear in the heart of a Chicago youngster was to say, "You're going to end up in the Audy Home." There are two classes of kids at the Home: those awaiting trial in juvenile court—their average stay is 30 days—and those who are being called as adults—they may be there anywhere from 10 months to 2 years before trial.

The Audy Home complex, built for 250 students, holds about 500 to 600 children at any given time. Frank Tobin taught a classroom full of adolescent boys constantly for 22 years, although the faces were always changing. "We never had time to communicate with the school the kids came from before they got in trouble. We never had time to do a meaningful assessment. I'd try to do some math and reading testing just to find out who could read."

A somewhat different picture prevails at New York City's Spofford Correctional, one of four municipal juvenile detention facilities for serious offenders. At Spofford, the serious emphasis is on education. The institution's school offers a rigorous but thoughtful curriculum, with small class sizes, careful individual assessment of incoming students, and opportunities for GED certification. It follows up with a strong "escort system" to keep a firm hand and eye on kids after release. "Sometimes," says a former Spofford staff member, "the escort is the only consistent adult in that young person's life. That's the only person who checks up on you. A pretty strong bond can form." ■

**At press time, these dollars were in danger of being cut.*

Chicago Dollars Create "Safe Corridors"

There seems to be no end in sight to security-related spending for Chicago's cash-poor public schools. The 1994 budget includes a $12 million service contract with the Chicago Police Department—out of a net budget of $33 million for school security overall. This total does not, however, reflect the actual outlay of dollars at the local school level. Since 1989 reform legislation enabled Chicago's 535 public schools to directly access their state Title I funds, schools have felt an increasing need to use those funds to employ their own security force: aides, guards, hall monitors, off-duty police, and even night watchmen.

Checklist: What Works in Prevention

Educators can run down a checklist of what has come to be called "best practice" in content areas such as math and science: e.g., hands-on experiments, real books, authentic writing. But what constitutes best practice on the unproven terrain of violence prevention? A few broad guideposts seem to be taking shape:

- **Early Start**: Begin nonviolent management of conflict in preschool.
- **Adults Setting the Tone**: Provide out-of-school counseling for school personnel who have problems controlling their own anger, who hit kids, or use verbal abuse.
- **Move Beyond Denial**: Don't wait for a violent incident to happen; teach students how to get along in a violent world.
- **Lower Ratios**: Increase the number of adults (parents or teachers) in the school building to decrease crime and disruption. Reorganize big schools into small schools, or schools within schools.
- **Safe Talking, Serious Listening**: Create opportunities for students at any age to talk—either with peers or in privacy with adult counsellors. Students need the protection of strict confidentiality.
- **Visible, Knowledgeable Police Presence**: View youth officers as part of the educational team. Police presence can put pressure upon students bent upon intimidation and destructive activities. Youth officers with special training and familiarity with youth service agencies can provide intervention and alternatives to arrest for students who need more help.
- **School/Community Partnerships**: Encourage community agencies to assist schools in brokering resources, increasing the range of recreational programs, providing increased adult presence and supervision, and being alert to potential trouble spots in the neighborhood.
- **Safety Technology**: Install good equipment, which can lend a measure of protection. Detectors help students feel safe.
- **Clear, Fair Consequences**: Establish a code of justice that is universally known to all students and adults, including all parents. That code should be a two-way street; behaviors that are forbidden to students should be forbidden to adult personnel as well.
- **Critical Thinking About Values**: Encourage children to examine stories, movies, and television for right and wrong.
- **When All Else Fails**: Rethink the approaches to the school part of "reform school." Some juvenile prisons have reexamined their school programs, increasing the opportunities for artistic self-expression, group therapy, and vocational education by incarcerated youth. ■

Create opportunities for students at any age to talk—either with peers or in privacy with adult counselors.

In 1995 spending on antiviolence measures in Chicago schools will increase markedly due to the infusion of about $4 million in Critical Needs Doliars from the central office to the local schools. These dollars will go directly to neighborhood schools to develop safe routes between schools and homes. Schools may opt to extend the working day of their security guards in order to station them outside the schools in the community or to train community residents for neighborhood watch. They may provide personal safety training for students inside the school or at a community center. It's up to the schools how they use these new funds, but the goal is to make the passage from home to school and home again a safe one. ■

Photo © David M. Grossman

School Reform or Reform School?

Chicago's Amundsen High School serves 700 teens from about 40 countries—from Vietnam to Guatemala, from Romania to Jordan. When Ed Klunk became principal in 1990, "the potential for disaster was so close we could feel it," he recalls. Parents and teachers selected Klunk to lead the school because of his strong "zero tolerance" stand on gang activity. "He is a very compassionate person who has personally intervened for a lot of kids," says parent Harriett O'Donnell. "He had great plans for upgrading our curriculum and modernizing. But all those changes depended on getting a peaceful school climate where kids could concentrate."

Photo © Dennis MacDonald

With a student population of roughly 46 percent Latino (one-quarter Mexican), 27 percent white, 15 percent African-American, and 10 percent Asian, the school is socially complex. Ignoring this complexity would be a mistake, says Klunk, pointing to "the potential for all kinds of social explosions." He continues, "The biggest mistake a school can make is denial. There is no Chicago public school that can honestly say it has no gang problem. It's in our community, so it's in our schools. That's number one.

"Second, you have to deal with conflict quickly. Don't let it build up. I believe in bringing the involved individuals into a room quickly—making them talk to each other. I involve the police as a visible presence around this school."

Amundsen's local school council passed a measure forbidding the transfer of students in or out of the school unless they would sign an agreement to cooperate fully with police. "We did not want to become a refuge for kids who were in a gang fight at another school—we did not want them dragging trouble over here," Klunk explains. Police officers are a highly visible and active presence at Amundsen. They're involved in after-school sports activities as well as pulling kids in for court appearances and serious warnings. Like other Chicago high schools, Amundsen has also had to use a big chunk of its discretionary allocation to hire security assistants. The school board stopped providing security assistants and truant officers in 1992.

The biggest problem at Amundsen, Klunk notes, "is the subtle intimidation of students that goes on constantly," causing some to drop out simply to avoid trouble. "This is why we don't tolerate any gang symbols or apparel," he explains. "We spell it out to the students." Gang representation—colors, earrings, jackets, or hats—is prohibited. Students, however, don't see the restrictive dress code as a restraint upon their freedoms, says teacher Janet Fennerty: "I think it's really a relief for them to come to school and know that it's neutral for everybody. It's understood."

The school has received tremendous assistance from ASPIRA, Inc., a nonprofit agency devoted to serving Puerto Rican and other Latino youth nationwide. ASPIRA helped bring together the diverse Latino groups within the school and put an end to intergroup hostilities between Mexican, Puerto Rican, and Central American students. They also introduced a career program and sponsored social events for Latino students.

Bringing the school's gang-related problems under control has enabled educators and parents to focus on the curriculum, thus creating Chicago's first high school of environmental sciences. Today, Amundsen has few signs of the hostilities that are claiming lives in other urban high schools. ■

Milwaukee: A Stand-Up Superintendent, a Systemic Strategy

When Howard Fuller became superintendent of the Milwaukee Public Schools nearly four years ago, students and staff told him that one of their major concerns was to find ways to decrease discipline problems and increase violence prevention efforts in the district. Fuller heard their concern. In his first year as superintendent, he instituted a tougher discipline policy and developed a three-year safety plan focused on violence prevention efforts and school safety. Suspensions and expulsions reached an early crest as the new and tougher discipline policy was instituted. By the third year of the program, expulsions—particularly for weapons offenses—dropped dramatically.

Milwaukee is currently in the third year of the initial three-year systemwide violence prevention plan. Initial dollars to pay for violence prevention training, safety aides, and other materials were provided centrally by the district. Many schools, especially high schools and middle schools, have now created positions for safety aides within their own individual school budgets to supplement the service the district provides.

The focus of the Milwaukee Public Schools' violence prevention is on providing kids with the skills needed to peacefully resolve conflict. One major way students learn about violence prevention is through the "Second Step" program, designed by the Seattle-based Committee for Children. The program stresses the cultivation of empathy in children—how it feels to be the victim of bullying or intimidation—followed by impulse control and anger management. Students are encouraged to "stop and think it over before you hurt somebody" and to think "who am I angry at, why, and what should I do?" Milwaukee schools using the Second Step method report up to a 90 percent reduction in the quantity of incidents requiring disciplinary action and referrals, as well as a marked improvement in school climate. According to Second Step literature, tangible improvements such as these will take at least two years to appear.

Working with adults on violence prevention is another important piece of the Milwaukee plan. Not only do teachers receive training, says School Psychological Services coordinator Audrey Potter, but janitors, office personnel, and others who deal with kids during "unstructured time" also need to know how to handle problems.

Management of volatile situations is a necessity for all adults. But first, Potter says, "we first need to analyze how much the adults in a school have been traumatized by violence. They need to get it out in the open before they can help others."

Howard Fuller

"We don't always recognize it, but calling out kids in front of their peers, teachers blocking doorways, poking a finger in someone's face—these are things that force kids to act out to get even."

The training, which is conducted by a team of four school psychologists with strong backgrounds in classroom teaching, sensitizes adults to the ways that body language and other adult behaviors can actually make matters worse, Potter emphasizes. "We don't always recognize it, but calling out kids in front of their peers, teachers blocking doorways, poking a finger in someone's face—these are things that force kids to act out to get even." Sometimes, kids don't have any other kind of power, so "they go for what they know," she says. Adult empathy can turn that kind of behavior around.

Derek Brewer, Milwaukee's assistant director for school safety, works with adults in crisis management training and he agrees. "We also give specialized training to teachers—like how to break up a fight so you don't get hurt," Brewer says. Preventing incidents before they happen—that's what's making Milwaukee's safety program work. ■

Gary's YOUTHBUILD: Prevention Through Community Service

The temperature was below zero in Gary, Indiana. It was a good day to stay home, but the classrooms at YouthBuild, an alternative high school program, were full. "Attendance averages 94 percent, even on terrible days like today," said program director Twain Peebles. The 11-month program, now in its third year in Gary, prepares students for the GED exam and provides intensive training in the construction trades. YouthBuild's learning laboratories are 15 abandoned houses, which are rehabilitated to create affordable family housing. These buildings are purchased by Tree of Life, a community development corporation that houses the YouthBuild program.

Dameka Moore, at 18, is a high-energy young woman with a serious demeanor. She's working on an expository essay on her preferred candidate for mayor of Gary. The essay is an assignment from her GED teacher, Vicki Tomko. Dameka writes fast and furiously, and collects her gear—work gloves, hardhat, claw hammer—for the ride from classroom to construction site. "I got kicked out of school for fighting," she says. "I was bored a lot in school. They never asked me, Whose fault was it? Who started it? They didn't care." Dameka is intense and intelligent, and she intends to go to college after completing YouthBuild's 11-month training program. She'll receive her GED certificate as well as a construction trades certificate. Better still, she and her classmates will receive education grants of $4,700 each upon completion of the program. The grants come from AmeriCorps, the new national service agency that subsidizes YouthBuild and rewards its students for community betterment projects.

Tomko, a YouthBuild GED teacher, works with classes of five to seven students at a time, providing not only writing and science instruction, but personal and small group counseling. Pregnancy prevention, AIDS education, and conflict management are built into the YouthBuild curriculum. Classes are rapid-fire and concentrated, with little time for boredom to set in. The classrooms are spare and clean, with a blackboard but no computers. "Working one on one with students, we do a lot of face-to-face discussion. It's so satisfying," she adds, "and our students are mature—they want to be here, they're very focused."

YouthBuild, based in Massachusetts, offers intensive counseling and peer support, and follow-up contacts are maintained for a full year following program completion. The majority of participants go on to further their educations. The agency helps place them in jobs and helps them navigate their way to college admissions, education loans, and grants. Approximately 400 community organizations sponsor YouthBuild sites around the country.

There is an enormous waiting list of youths who would like to enter the Gary program, which currently admits 30 students per year. "The court system would like to be able to refer young

Photo © Lloyd Degrane

Students at Bowen High School in Chicago clean gang and other graffiti off the doors of their school.

people to us," Peebles explains, "as an alternative to incarceration." While some YouthBuild members were in serious trouble with the law, most of the students were just seeking opportunity. They find YouthBuild through the neighborhood grapevine. Most have been out of school for more than a year, and were running out of hope for a decent job. "We give them something they couldn't find on the streets," Peebles says: "Opportunity." ■

The U.S. Department of Education's Office of Educational Research and Improvement (OERI) has awarded a five-year grant of $27.5 million to Johns Hopkins and Howard Universities to jointly establish the Center for Research on the Education of Students Placed At Risk (CRESPAR). Hopkins and Howard will work with eight other research institutions and organizations to research and develop school reform programs that will transform schools serving students most at risk of failing or dropping out, whether they live in poor urban neighborhoods, depressed rural areas, or on impoverished Indian reservations.

Communities Fighting for Peace

By Dolores Briones with Aurelio Huertas Jr.

On Arturo Delgado's first day as principal at a Texas middle school, he was greeted by a sign, spray painted in black on the brick facade: "Welcome to our sorry school, principal."

It was not long before Delgado recognized the hopelessness, aggression, and hostility of the almost 1,000 students in the school. In the 18 months he has been there, the poverty rates for families living in the area have risen from 70 percent to 85 percent. Compounding the problem, says Delgado, is the decreasing mix of kids by race and class, which severely limits the students' exposure to other lifestyles and possibilities.

Despite the difficulties he has encountered, including gang activity on campus, Delgado asserts that "violence isn't the problem, unhappiness is." Today, Delgado proudly points out that there are no longer gangs on school grounds, but he knows his school still faces an uphill climb: "You can get rid of the gangs, but you haven't gotten rid of the hopelessness, anger, and apathy these kids feel." According to Delgado, "The kids don't connect with themselves or others, and teachers don't connect with them." It is ironic, he says, that teachers trying to gain control of the classroom end up resorting to authoritarian tactics.

"You can get rid of the gangs, but you haven't gotten rid of the hopelessness, anger, and apathy these kids feel."

How do schools solve these problems? They can't do it alone, Delgado stresses, ticking off a checklist of concerns: First, children and young people today have been introduced to violence in the home, in the media, in video games, and in the streets. Second, their parents are less visible. Third, many are latchkey kids. And, fourth, some are second and third generation gang members.

Delgado tackled the problems by looking both inside and outside the school. Working with his teachers on school reform, he has created alternative programs on the school campus and introduced community programs such as COMPADRES. "Literally," he stresses, "we must get the heart of the kids" and teach them another way.

Across the country, there are many people concerned about the welfare of our children, and there are many programs working to ensure them healthy and successful lives. What follows are stories exposing the heroic community and school efforts to reach the hearts of all children.

Compadres

A Network of "Parents" in El Paso

"I believe in order to change things, we have to go to the core. In COMPADRES, we have a chance to change the course of a person's life. This is meaningful work," says Ariel Aduarte, the program coordinator of the COMPADRES prevention program.

In the Latino community, compadre means "coparent," an extended family member. Founded in 1992, the Community Partnership Against Drugs in El Paso (COMPADRES) is a grassroots community program involved in drug and alcohol prevention and intervention. COMPADRES is located in the core of El Paso's public housing complexes. The program has evolved from putting up fences for security and safety to training volunteer residents to eliminate substance abuse and violent gang activity in their own neighborhoods.

"If you want results, you have to mobilize the community and get them charged with that energy to do something for themselves," says Sofia Moreno, public information director for the El Paso Housing Authority. "The whole idea with the program is not for us to do everything for the residents. We train the residents and provide ongoing support, but it is up to them to do the work."

In an effort to bring resources to the neighborhood, COMPADRES also collaborates with schools, at-risk coordinators, the city's Safe 2000 program, and social service providers. Resident councils of the housing complexes have joined with COMPADRES to stop drive-by shootings and eliminate gangs from the area. They also work together to develop recreational, athletic, and artistic activities for youth. In addition, they are able to offer extended recreation and tutoring into the late evening hours and provide computer labs on-site for literacy, homework, and tutoring.

Adult and youth councils reach out to help mobilize the community to assess its needs and decide on an agenda for keeping the area safe. When gangs have tried to reorganize themselves, the residents have been successful in defeating the effort, noted Moreno. "One of our coordinators has been able to touch the kids," she explains. "They went and formed their own little patrol. They do rounds around the neighborhood and they report anything they think is illegal to the police."

For more information on COMPADRES, contact:

Ms. Sofia Moreno
Public Information Director
El Paso Housing Authority
P.O. Box 9895
El Paso, TX 79989
(915) 532-5678

Beacons

Lighted Schoolhouses in New York City

In New York City, the Beacons initiative has reclaimed public school buildings by transforming them into neighborhood centers that are open seven days a week. Community members can take advantage of an array of social services and group activities ranging from drama and sports to training and community service.

"A lot of people are now looking for cost-effective ways to run community youth programs. One way is to keep our public school facilities open after school hours so that they can serve the community," says William Barrett, Beacons director.

Beacons began in 1991 in 10 neighborhoods deeply affected by substance abuse, AIDS, and violence. Residents see Beacons as a symbol of hope for their distressed communities and as safe havens for themselves and their families. Today, there are 37 Beacon sites operating in intermediate or elementary schools, with at least one operating in every community school district in the city.

Program services are tailored to the needs of the community. Some Beacons offer employment programs, others are working to improve school climate by establishing a conflict mediation program as an alternative to suspension, and all Beacons offer adult education. Several Beacon sites have learning centers with computers, and one has a health clinic.

In Red Hook, Brooklyn, 20 parents plan and staff weekly family nights at their area Beacon. In this isolated neighborhood struggling against drug-related gun violence, more than 100 parents and their children and teenagers are drawn to the school for an evening of food and educational and recreational activities. This Beacon site is the only safe place for residents to gather for "normal" family activities during the week.

Photo © Jon Levy

"If you want results, you have to mobilize the community and get them charged with that energy to do something for themselves."

At the Washington Heights Beacon—in a neighborhood with one of the highest incidences of drug-related homicides in New York City—dozens of teens act as security guards each afternoon and evening for the 200 to 300 participants in the Beacon's arts and culture, sports, and educational programs. The teens carry walkie-talkies on their rounds and conduct peer rap sessions with kids to discuss how to keep the Beacon a safe and neutral space for all the young people in the community.

Working collaboratively with church leaders, principals, teachers, and community advisory boards of parents, youth, and private and public service providers, Beacons can offer a large selection of services to every needy child and parent. "We have taken part of the Beacons money and applied to the child welfare administration to do a three-for-one match," explains Barrett. "We were able to draw down dollars with Beacons dollars to be used for child welfare programs and families in crises."

Beacons' goal has been to provide opportunity, service, and safety for entire families. Their programs and services fulfill the needs of community members long after the final school bell rings and social service agencies have closed.

For more information on Beacons, contact:

Mr. William Barrett
Beacons Director
New York Department
of Youth Services
44 Court St., Room 409
Brooklyn, NY 11201
(718) 403-5359

First Chance

New Life for "Gangbangers" in Southern California

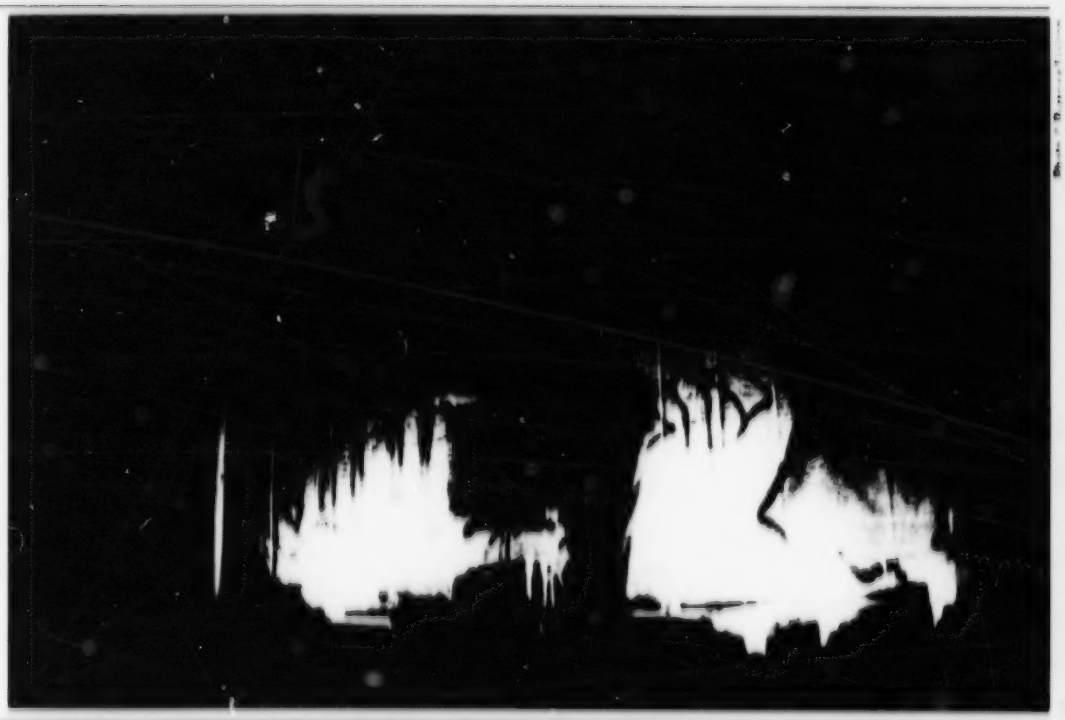
"We live in a neighborhood that is controlled by a certain gang," laments Anabel Aispuro, family counselor for the Vaughn Family Center. "This is the reality for many of the kids that live here. There are not a lot of opportunities for them, and there are not many role models that they can look up to."

But that reality is beginning to change now, thanks to First Chance, a program that offers local gang members an opportunity for a different lifestyle. First Chance, which started in 1993 as part of the Vaughn Family Centers in California's San Fernando Valley, helps secure jobs for members of the Pacoima Vaughn Street gang. The program helps them prepare for a successful career in a respected occupation and helps them become positive, contributing members of the community.

"If we can get one of these kids involved in First Chance, support him, and really help him through, maybe he can have some kind of influence and an impact on some of the other guys," says Aispuro. After all, she continues, what have they got to lose? "Their focus is to hang out with the guys, drink, and get loaded. If they see that one guy can make it, the next guy might be willing to take a chance and pursue a lifestyle they may not have otherwise considered."

The First Chance program is an important part of the Pacoima Urban Village and QWoD Plus socioeconomic development strategy to improve conditions in the northeast valley. Communities partner with outside resources and build on the

"If we can get one of these kids involved in First Chance, support him, and really help him through, maybe he can have some kind of influence and an impact on some of the other guys."



strengths of the community. "By working together and in partnership with key outside resources, the villagers can become a major force for change," concludes Aispuro.

For further information on First Chance, contact:
Mr. Kay Inaba
First Chance Project Director
13330 Vaughn Street
San Fernando, CA 91340
(818) 883-8200

Walbridge Caring Communities

Nguzo Saba *Safety Net in St. Louis*

If a teacher at Walbridge Elementary School in St. Louis spots a pattern of unusual absences or routine tardiness on the part of a student, she can do more than give a stern warning. The school offers a variety of intervention options for children and their families to find out what's wrong and help fix it.

Families can tap into a range of services from everyday needs to life-or-death emergencies via Walbridge Caring Communities, a school-linked service network. Children at Walbridge may need after-school care or immunizations; family members may need all sorts of counseling.

Under the leadership of director Khatib Waheed, a longtime community activist, the programs collaborate in a low-income African-American community. They share the African-identified values of Nguzo Saba, a Kiswahili term for "seven principles" of unity, collective work, responsibility, and more.

In an effort to catch problems early and involve family members in seeking solutions, Walbridge Caring Communities has carefully crafted a set of action teams and cooperating agencies that reach families through the school. Among the top priorities of services available to Walbridge families are Families First, a crisis intervention team that includes two therapists; ongoing case management to help families become functional and independent; and numerous day care, before- and after-school supervision, and recreation and tutoring programs for young and older kids.

Parent training and health services are a big part of the Walbridge program, as are drug counseling and rehab programs. A tradition of social activism permeates the project, as twice a month Walbridge families and staff hold antidrug marches where they shine a glaring light on drug houses in the community, pressuring local police to take action against dealers.

Walbridge Caring Communities has gained a reputation for outstanding design of school-linked services, in which the school becomes the hub or the anchor for social and health services in a struggling neighborhood.

Photo © David M. Grossman

"The whole idea with the program is not for us to do everything for the residents. We train the residents and provide ongoing support, but it is up to them to do the work."

For further information on Walbridge Caring Communities, contact:
Mr. Khatib Waheed
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Dolores Briones is executive director of the Foundation for Educational Excellence of the El Paso Hispanic Chamber of Commerce. She is an inaugural class Fellow of the Annie E. Casey Foundation Children and Family Fellowship. A graduate of Stanford University, Ms. Briones received her master's degree from the University of Texas in Austin.

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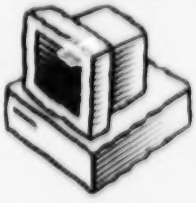

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Juan Sanchez, Researcher/Activist

By Judy Taylor

On April 26, 1994, Delaware Senator Joseph Biden welcomed Juan Sanchez and Victor Lara to the Capitol. After introducing them to his colleagues on the Senate Judiciary Committee, whom he had gathered to hear testimony on violence prevention strategies, Biden turned to them and explained, "We picked your program because it is run so well, in our view, and we think it is an example for the nation."

But the Texas-based Southwest Key Program created by Sanchez, its executive director, does not represent the national norm. National policy suggests that the youth violence crisis can be resolved by locking kids up and throwing away the key, Sanchez told ***CITYSCHOOLS***. His program, however, advocates treating youth in their communities.

For the national policy to make sense, says Sanchez, you have to endorse the notion that a troubled kid removed from his family and locked up in an institution that doesn't provide much treatment will come home in a year or two as a model citizen. "It's just not the way it works," he explains.

Sanchez's Southwest Key Program offers effective strategies to prevent violence. He and his staff of 275 reach out to over 750 adjudicated youth and their families every day. They work with young offenders—first-timers just being introduced to the juvenile justice system, and convicted murderers who have known the system intimately.

"Like it or not, when you commit a kid to an institution, six months to two years later that kid is going to come back. We have to develop community-based programs working with the families and with those kids to reintegrate them back into the community."

Victor Lara: One Kid Saved

What Sanchez advocates, Victor Lara confirms: Troubled youth are most effectively treated in their own communities, with the participation of family members, school personnel, employers, and a range of community resources.

Lara told the Senate Judiciary Committee that he had been a wild kid—a gangbanger—and involved in drugs. His father had abused him and his mother died when he was young. He was drawn to the streets and wound up in the state institution. Eventually he was referred to Southwest Key's Residential Treatment Center where, as Sanchez puts it, "we get the violent, aggressive, most difficult kids." Lara told the senators that Southwest Key changed his life. "I got my GED," he said, "and now I want to go to college."

The Southwest Key Program: A Community-Based Approach

Sanchez founded the Southwest Key Program in 1987 as a private, nonprofit agency for delinquent youth and their families. He based his philosophy for the program on years of educational research about juvenile delinquency, associated risk factors, and treatment models. Through his hands-on experience beginning in 1981 as executive director of La Esperanza Home for Boys/Villa Bethany Home for Girls, he was able to test his research and shape Southwest Key's strategies for reaching young people.

During his six years with the home, Sanchez directed a comprehensive clinical treatment program, a parent training component, and a job skills work experience program, and he started the Alternative Schools for Neglected and Delinquent Youth. "We really believed we could change kids' lives," he said, "and some we did. But it's a bigger picture when we begin to send them home and get them back, or send them home and see them involved in more vicious crime. So we designed a program with a whole emphasis on keeping kids out of institutions. We didn't feel we were being very effective at treating kids that were living in a residential facility. Too many kids were being locked up and too many minority kids were being locked up."

Sanchez is alarmed at the over-representation of minority youth in the Texas juvenile justice system. "When I started Key, I looked at the ethnic breakdown of kids committed to the state institutions. At that point, 71 percent were African-American and Latino. In 1993, that percentage had gone from 71 percent to 81 percent. The Latino and African-American population in Texas is approximately 36 percent, but the commitment to state institutions is 81 percent."

"Minority communities are in a bigger crisis now," he says, "but their crisis is going to become [society's] crisis. Like it or not, when you commit a kid to an institution, six months to two years later that kid is going to come back to our community. We have to develop community-based programs working with the entire families and with those kids to reintegrate them back into the community."

Statistics support Sanchez's approach. The Texas Youth Commission reported a 65 percent

lower re-arrest rate among youths released from Southwest Key's Outreach and Tracking program than among youths released directly from institutions into standard parole services.

Southwest Key operates 19 community-based treatment programs in almost every major city in Texas and Arizona, and expects to expand to Nevada and California. All youths receive intensive therapeutic treatment through education, counseling, vocational training, behavior management, life skills, family involvement, recreation, and aftercare. Moreover, every effort is made to link a kid with a principal case worker or counselor of his/her ethnic background. Effective treatment must be culturally relevant and should be delivered by persons sensitive to cultural and ethnic differences, says Sanchez.

"Nearly 84 percent of our staff at all levels are African-American, Latino, or Native American. I think it's good for kids to see someone of their own ethnic background as a role model," he says. Here is someone who knows your culture, your traditions, your language, and is going to respect and care for you no matter what you do. That is an important lesson for th·se kids, Sanchez notes, and one he learned from his mother and from a teacher who guided him after his father's death.

Growing Up Poor in Texas

Sanchez, the oldest of seven children, grew up in one of the poorest neighborhoods in Brownsville, Texas. "There were seven kids and two parents in a two-bedroom home," he recalls. "We didn't have hot water or any of that sort of thing. We lived on about 270 bucks a month . . . ."

Sanchez witnessed many of his friends dropping out of school, getting involved in drugs and gangs, ending up in detention centers and prison. Some died. He says, "I felt a real compassion. I grew up with the idea that I wanted to do something for those kids, my peers." He describes his mother as a loving, caring, and encouraging woman who was also a strict disciplinarian. "She was passionate about bringing up good kids," Sanchez explains.

At an early age, Sanchez began to work to help the family survive, first as a shoeshine boy, then selling newspapers. He received much more than work skills when he teamed up with one of his teachers, a man who repaired television sets. "The work was electronics," says Sanchez, "but he really mentored me a lot, gave me good advice, and scolded me when I needed it. He was a good male role model for me and kept me in line. He kept talking to me about going to school, getting an education, going to college."

Photo © David M. Grossman

"We designed a program with a whole emphasis on keeping kids out of institutions. We didn't feel we were being very effective at treating these kids. . . . Too many kids were being locked up and too many minority kids were being locked up."

Juan Sanchez

Sports was another strong influence for Sanchez. Through his success with boxing he learned discipline and confidence. Last summer, Southwest Key offered its youth a similar experience during a two-day Olympic-styled event.

Prevention First

Sanchez is proud of Southwest Key's accomplishments, but he knows that a vital piece—prevention—is understated. Like most state and federally funded programs, Key concentrates more on intervention than prevention. "The trouble with the state and agencies that fund us is they don't want to fund preventive stuff. They say, 'We've got all these crises, all these kids that need attention. All we want to do is intervene now.' But we've got to spend money in prevention so that kids never get here," says Sanchez.

What's the answer to youth violence? "Two things, I think," says Sanchez. "We need to identify those communities where these kids are coming from and really begin to invest there, beginning with prenatal care and postnatal care, educational parenting skills, good nutrition, housing, training, jobs for people, and opportunities for people. We've got to invest in those communities early on. We've got to invest in our schools in those communities."

Second, says Sanchez, once a kid gets into trouble, we must develop community-based programs, such as the one Key has developed, to support the entire family and a kid's reentry into the community. Only a wide range of integrated services that support troubled youth in the context of their family needs and community environment will help sustain a young person's meaningful transition back into society.

As an advocate for national and state policy that benefits juveniles and their families, Sanchez says, "[Southwest] Key has got to be the voice that says locking up kids and throwing away the key is not only not realistic, it's not the answer."

To learn more about the Southwest Key Program call (512) 462-2181 or write to:

Southwest Key Program,
3000 S. IH-35, Suite 410,
Austin, Texas 78704 ■

southwest Key program

Guiding Principles of the Southwest Key Program:

People, whether adults or children, respond better to treatment services when they are delivered in a safe, supportive environment composed of family, friends, and a network of community resources rather than in institutions.

- **The key to helping people attain a more productive, rewarding life is to empower them with the skills, knowledge, and motivation necessary to help themselves.**
- **Families play a critical role in the therapeutic process. Treatment should not be isolated to kids, but should be extended to families to enable them to contribute to and support the kid's improvement.**
- **Effective treatment services must be culturally relevant, and should be delivered by persons sensitive to cultural and ethnic differences.**

POLICY NOTE

Revisiting ~~Chapter 1~~ Title I

by Genevieve Sedlak with Aurelio Huertas Jr.
in collaboration with the Commission on Chapter 1 housed at AAHE

In October President Clinton signed the Improving America's Schools Act, which provides $12.7 billion for the reauthorization of the nation's Elementary and Secondary Education Act (ESEA). Among the programs contained in the ESEA is Title I, formerly known as Chapter 1. Title I's new provisions include:

Shifting from a "remedial instruction approach" to instruction that will help Title I students reach higher academic standards.

Experts believe this is the essential shift in the Title I program. The new law requires that schools provide challenging instructional content that will help all children reach high-level (vs. low-level) educational standards.

States must submit plans to the Department of Education reflecting the adoption of high-level standards and assessments. Individual school districts must submit plans outlining how they will help Title I students meet the state's standards.

Lowering the poverty threshold for eligibility for schoolwide programs.

One of the more controversial aspects of the reauthorization was the administration's push to lower the threshold for statewide use of Title I dollars from the present 75 percent.

In the past, only schools with 75 percent or more poor students could operate schoolwide programs. Congress lowered the poverty threshold to 60 percent for 1995-96. After 1996, the threshold will drop to 50 percent.

Increasing funding for professional development programs.

The new Title I legislation requires teachers and other "building level staff" to play a critical role in outlining and implementing professional development programs. In addition to obtaining Title I funds, the Dwight D. Eisenhower Professional Development Program will receive $320 million in 1995-96 for encouraging schools to devote Title I resources to state and local professional development activities.

Aiming more funds at high-poverty school districts.

The legislation takes cautious steps over the next five years by eliminating funds to schools with fewer than 10 poor students and less than 2 percent poverty. The legislation also creates "Targeted Grants," a new category of grant that provides more money to districts with high poverty percentages.

In some districts, Title I funding will shift to high-poverty middle and high schools for the first time.

Expanding accountability.

All Title I schools will be expected to make continuous progress in the number of their students who meet state standards. States will define what constitutes adequate progress. In gathering achievement data, states must break down their information according to gender, income, English proficiency status, and racial and ethnic groups.

Photo © Robert Ginn

A Conversation with Kati Haycock

The independent Commission on Chapter 1, whose steering committee was chaired by Kati Haycock, director of Education Trust, American Association for Higher Education, was instrumental in the program's reauthorization. For two years the Commission took a hard look at the program and drafted a series of recommendations that would enhance its effectiveness. Its work culminated in a proposed set of comprehensive changes that would allow the new Title I to take some very important steps toward improving the quality of education for large numbers of poor children. ***CITYSCHOOLS*** *spoke with Haycock at her Washington office about some of the new changes and their effect on schools.*

What can schools do now that they could not do before the new Title I?

There are a lot of big changes. Right now only schools that have 75 percent or more of their kids living in poverty can use the dollars for schoolwide improvement. Under the new law, schools that have only 50 percent of their kids living in poverty will be able to use the dollars to make much-needed improvements. Another big change is that schools are encouraged to use the dollars for professional development of teachers and others who work with kids to improve their knowledge and skills. In the past there were severe limits; now you can use unlimited dollars for professional development.

What does the new Title I specifically mean for high-poverty urban school districts and schools?

There is basically a shift. The current Chapter 1 law focuses mainly on how you spend the dollars. Whether kids actually achieve is only a kind of ancillary consideration. The new Title I law is really focused on getting kids to much higher levels of learning; how you use the dollars is much less important. So there is much more flexibility, but at the same time there is much more accountability for results.

What is so significant about changes that will shift Title I funding to high-poverty high schools?

The law requires school districts that have high-poverty high schools to spend dollars there for the very first time. There are a variety of uses to which high schools can put their Title I dollars—from professional development to curriculum improvement to college or vocational counseling. But again, the main objective is to make sure that all kids in high-poverty schools are being taught a challenging and rigorous curriculum, with the help they need to succeed.

Under the new law, funds will be allocated to schools on the basis of poverty. Schools that are successful in getting their students to higher levels of academic proficiency will not lose their funding. Instead, they can be rewarded. Can you explain this?

Under the current law, schools become eligible for Title I dollars based on the poverty levels of their students. However, the amount of money they receive is a function of the achievement level of their students. Let's say, for example, you have two schools both with a 30 percent poverty enrollment but one school has a lower achievement level. The school that has a lower achievement level will get more money.

The problem with this is that schools that improve the achievement of their poor children will then lose dollars, which is a penalty and not an incentive to improve. This has been taken away. Now schools will get dollars for every poor student they have enrolled, which is quite different.

In addition, there is now a provision in the law that says that Title I funds can be used to provide incentives and rewards for schools that improve the achievement of the children who participate in Title I.

Who will be working with the states and districts to implement more accountability procedures and provide technical assistance?

In the law, there are comprehensive regional centers—like NCREL—that will be providing some assistance to state school districts to implemen

Photo: David M. Grossman

the new law. Not the new accountability procedures, but the new law as a whole. Similarly, the Council of Chief State School Officers and some of the other national organizations—like us—will provide help. We will work with local school districts to help implement the new law.

Does the formula for distributing Title I funds under the new law target the neediest children?

The formula does provide somewhat more dollars for the neediest schools in 1996, if the dollars for Title I increase. But even if the dollars increase, the schools are not getting nearly the kind of targeting that they should.

Both the Administration and the Commission on Chapter 1 had recommended heavy targeting toward the neediest schools in the country. The current formula spreads the dollars like peanut butter across the country; nearly every district gets some money—even school districts with only a 2- to 3-percent poverty enrollment. But some schools in urban school districts that have up to a 60 percent poverty enrollment do not get any money because the funds in high-poverty districts run out before getting to these schools. The Administration made a very targeted proposal, but the Congress refused.

Will there be any funding for bilingual students?

Yes. There is a provision in the old law that said LEP children could only be served if the schools could prove that their low achievement was a function of something other than language problems. As you probably know, there is no way to prove something like that. Unfortunately, huge numbers of LEP kids have been barred from Chapter 1 in the past. The new law says you can't do that. In fact, you will be requested to demonstrate that LEP students are being served and that they are making progress on achievement. ■

Another big change is that schools are encouraged to use the dollars for professional development of teachers and others who work with kids to improve their knowledge and skills.

And Still There Is No Peace:
D.C. Moves Against School Violence

by Michelle L. Moore with Lenaya Raack

On January 5, 17-year-old Antar Hall was gunned down inside of Cordozo High School in Washington, D.C. This senseless killing evoked outrage and sorrow in a community which, like the rest of the country, was already reeling from violence. Mayor Marion Barry, Jr., lead the call for change: "It's time to stop talking about the problem and start doing something." Barry and Franklin Smith, superintendent of the district's public schools, knew it was imperative that the community unite to bring an end to the violence.

On February 25, they gathered youth representatives, parents, community leaders, and school officials together for a daylong summit at a local junior high school. "What we tried to do is get a cross-section of the entire community. Everyone has to have a vested interest in what we're trying to do—the students, their parents [and] the community as well," said Smith.

Photo © Nestor Hernandez

More than 400 people—most aged 12-25—attended the Community Summit on Violence: A Youth and Adult Dialogue. Many were members o youth organizations involved in peer mediation counseling, or leadership development. Some were parents, school administrators, or board members others were members of law enforcement and grassroots organizations.

Eighteen-year-old Lawerency Boone had a message to deliver to his audience and to Washington's youth: "The street is a waste of time . . basically you can do other things with your time you've got to work hard." Boone, 18 and in his last year at Anacostia Senior High School, is no stranger to the perils of "living life on the street." His violent lifestyle has left him with scars from 1 bullet holes. Boone, who hopes to attend Savannah State College this fall, urged youth to get involved with outreach groups such as the Alliance of Concerned Men. It was with their help, he explained that he was able to turn his own life around.

Lt. Winslow McGill, a 23-year veteran of the Washington, D.C., Metropolitan Police Department, shocked the audience with a brutally graphic video presentation of drug-related violence, *From Dreams to Reality*. "I grew up in this city. I grew up in poverty. I went to D.C. public schools. I've seen the hustle all of my life and I feel an obligation to tell these kids that it's a dead end street." McGill will bring this message home to the rest of the country during an upcoming national tour.

One school administrator, principal Andrew Topps of Adams Elementary School, came to the summit convinced that violence was largely a community problem. He was concerned that the discussions not be isolated to simply addressing violence in the schools. In his own school, Topps related, there were few problems with violence. "We use a counseling approach to deal with any children who may exhibit violent behavior."

As the summit began, Mayor Barry issued a challenge to his audience: "I'm tired of going to funerals, seeing families torn apart . . . if we change our minds about how we think about this, we can stop this violence." By day's end, peace seemed a reality toward which everyone could apply their energies.

A Violence Prevention Resource Primer

For additional information and resources, call or write:

Community Action and Gang Prevention Programs

Center for Community Change
1000 Wisconsin Avenue, NW
Washington, DC 20007
(202) 342-0519

Community Youth Gang Services, Inc.
144 South Fetterly Avenue
Los Angeles, CA 90022
(213) 266-4264

Next Door Neighbors
2642 Baumgardner Road
Westminster, MD 21158
(410) 756-4227

Family and Youth Services Bureau
Administration on Children, Youth, and Families
P.O. Box 1182
Washington, DC 20013
(202) 205-8102

Youth Development Programs

Big Brothers/Big Sisters of America
230 North 13th Street
Philadelphia, PA 19107
(215) 567-7000

Boys and Girls Clubs of America
Government Relations Office
600 East Jefferson Street - Suite 203
Rockville, MD 20852
(301) 251-6676

National Resource Center for Youth Services
202 West Eighth
Tulsa, OK 74119-1419
(918) 585-2986

Efficacy Institute
128 Spring Street
Lexington, MA 02173
(617) 862-4390

Center for Youth Development and Policy Research
Academy for Educational Development
1875 Connecticut Avenue, NW - 9th Floor
Washington, DC 20009
(202) 884-8000

Gun Violence

Center to Prevent Handgun Violence
1225 Eye Street, NW
Suite 1100
Washington, DC 20005
(202) 289-7319

Coalition to Stop Gun Violence/The Educational Fund to End Handgun Violence (educational arm)
100 Maryland Avenue, NE
Washington, DC 20002-5626
(202) 544-7190

School Safety

National School Safety Center
4165 Thousand Oaks Boulevard
Suite 290
Westlake Village, CA 91362
(805) 373-9977

School Mediation Associates
134 Standish Road
Watertown, MA 02172
(617) 876-6074

Safe Schools Coalition, Inc.
5351 Gulf Drive
P.O. Box 1338, Department S36
Holmes Beach, FL 34218-1338
(800) 537-4903

Child Abuse and Safety Rights

National Council on Child Abuse and Family Violence
1155 Connecticut Avenue, NW - Suite 400
Washington, DC 20036
(202) 429-6695
(800) 222-2000
National Family Violence HelpLine

Children's Defense Fund
25 E Street, NW
Washington, DC 20001
(202) 628-8787

Office of Juvenile Justice Delinquency Prevention
Juvenile Justice Clearinghouse
Department F
P.O. Box 6000
Rockville, MD 20850
(800) 638-8736

Save Our Sons and Daughters (SOSAD)
2441 West Grand Boulevard
Detroit, MI 48208
(313) 361-5200

Conflict Resolution and Peer Mediation

Children's Creative Response to Conflict
P.O. Box 271
521 North Broadway
Nyack, NY 10960
(914) 353-1796

Resolving Conflict Creatively Program National Center
Educators for Social Responsibility
163 Third Avenue, #103
New York, NY 10003
(212) 387-0225

Second Step
Committee for Children
2203 Airport Way South, Suite 500
Seattle, WA 98134-2027
(206) 343-1223

I Can Problem Solve (ICPS)
Mental Health Association of Illinois
150 North Wacker Drive
Suite 900
Chicago, IL 60606
(312) 368-9070

Moral Courage
c/o Harrington Elementary
2401 East 37th Avenue
Denver, CO 80205
(303) 333-4293

Peace Education Foundation
2627 Biscayne Boulevard
Miami, FL 33137
(305) 576-5075

Scared or Prepared
Lee Canter & Associates
1307 Colorado Avenue
Santa Monica, CA 90407-21 3
(310) 394-6017
(800) 733-1711

Project YES! Gang Violence and Drug Prevention Curriculum
Orange County Department of Education
Media Services
200 Kalmus Drive
Costa Mesa, CA 92626-9050
(714) 966-4341

Violence Prevention Curriculm for Adolescents
Deborah Prothrow-Stith
55 Chapel St., Suite 24
Newton, MA 02160
(617) 969-7100

An Annotated Bibliography: Violence Prevention, Gangs, School Safety, and Conflict Resolution, Order No. P95-001-ABV, $4.95. This bibliography lists print, audio, video, and curricular resources in the areas of violence prevention, gangs, school safety, and conflict resolution. It also includes a listing of national agencies that address these topics.

Moving Children From Risk to Resiliency, Order No. V93-101-PB, $25, 40 minutes. In this video, researcher Peter Benson explores the connection between protective factors—such as family support, safety, educational commitment, and self-esteem—and at-risk behaviors in youth.

VOICES: Another Voice Out There: Overcoming Threats to the Human Spirit (Volume 6, Special Edition 3). Order No. A94-4101-VCS, $14.95, 2 1/2 hours. This audio magazine features interviews with authors and researchers who believe that the resilience of the human spirit helps youth to overcome the effects of violence and substance use in their lives.

Mail or fax your order to:
Publications Department, Midwest Regional Center for Drug-Free Schools and Communities
1900 Spring Road, Suite 300, Oak Brook, IL 60521-1480
Fax: 708-571-4716, Internet e-mail: info@ncrel.org

Available through the Midwest Regional Center for Drug-Free Schools and Communities

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Assistant Principal
Central Intermediate/Waterloo Community School District

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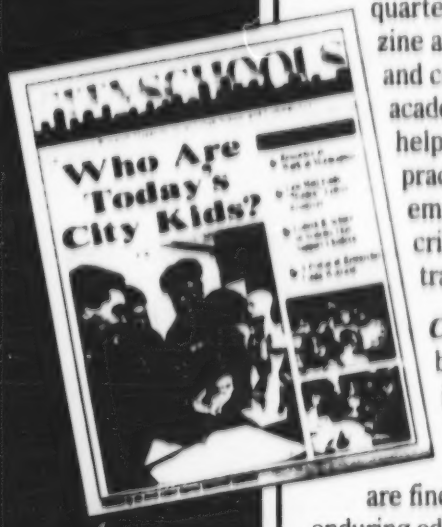

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Director of Equity Programs
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—Carolyn E. Day
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Indianapolis Public Schools

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—Matthew Saldaña
Assistant Principal
Long Beach Wilson High School

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